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ABSTRACT

This congressional report contains testimony pertaining to extending child care services to the Job Corps Program within the Job Training Partnership Act. The report includes testimony given by representatives of the following agencies and organizations: Management Training Corporation; the Los Angeles Job Corps Center; the Parent and Child Guidance Center in Pittsburgh, Pennsylvania; the National Job Corps Alumni Association; the Mental Retardation Program, the Kennedy Foundation; the U.S. Department of Labor; Women in Community Service; the Young Women's Christian Association, the Children's Defense Fund; and the Joseph P. Kennedy, Jr. Foundation. (MN)

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CHILD CARE SERVICES FOR JOB CORPS

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HEARING

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC
JULY 23, 1987

Serial No. 100-39

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CHILD CARE SERVICES FOR JOB CORPS

THURSDAY, JULY 23, 1987

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 9:30 a.m., in room 2261, Rayburn House Office Building, Hon. Matthew G. Martinez (chairman of the subcommittee) presiding.

Members present: Representatives Martinez, Hayes, Owens, Jontz, and Grandy.

Mr. MARTINEZ. Let me apologize for being a little late to my own hearing. I assure you I won't be late for my own funeral. I want to suspend with the reading of my statement, and place it into the record.

[Opening statement of Chairman Martinez follows:]

OPENING STATEMENT OF HON. MATTHEW G. MARTINEZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA AND CHAIRMAN, SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

This hearing of the Employment Opportunities Subcommittee is called to receive testimony on extending child care services to the Job Corps Program within the Job Training Partnership Act.

This highly successful program was first established in 1964 and moved to the Department of Labor in 1969, boasting a record of success spanning almost 25 years. Job Corps was established to provide education and training to America's hard-core unemployed and undereducated youth, between the ages of 14 to 22. Annually, the program serves over 100,000 youths, with a staggering success rate of 81 percent placement, 66 percent in employment and 15 percent in education.

The youth that this program serves, are truly at the last chance of opportunity. The average entry age of the youth is 18, the average entry reading level of the program youth is 6th grade, 40 percent of the entrants have had prior arrest records, and 40 percent of the entering youth come from families on public assistance. This unique intensive program requires commitment from both the youth and the program administrators, stresses education enhancement, job skill attainment, and, above all, a development of discipline and proper dedication to life goals. This program has exceeded all boundaries of expectations for success and cost benefit to society.

But, as with all success cases, there is room for improvement. The Job Corps Program is having difficulty meeting its 50 percent female participation mandate. There are estimates that as many as 900,000 young women are systematically excluded from obtaining the education and training they need, due to the lack of childcare services in the program. This program oversight creates a potential group of second-class citizens, who do not have the societal tools to become self-sufficient adults. More tragically, these forgotten citizens will be our long-term welfare candidates. We must not allow young minds and abilities to be destroyed because of the failings of programs and responsible officials to provide for these individuals.

I would therefore urge my colleagues and the public to please take to heart the comments offered here today by the esteemed witnesses we have invited.

(1)

Mr. MARTINEZ. We called this hearing to hear about child care and Job Corps. This committee has traveled around the country and visited job training centers and has heard testimony at different hearings that there is a tremendous need for day care in the Job Corps. Mothers who are on welfare, and need training who would otherwise be unable to receive that job training, including single mothers, will be unable to receive the benefits of Job Corps if we do not provide day care.

I am delighted to have Congressman Hoyer as our first witness. I hope we will be joined later by Senator Specter. We are joined today by Mr. Fred Grandy and Mr. Major Owens, members of the committee. I will enter my statement into the record, and with that, we will start with you.

STATEMENT OF HON. STENY H. HOYER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. HOYER. Mr. Chairman and members of the committee, I am very pleased to have this opportunity to appear before you to discuss an issue that needs to be addressed by Congress in the very near future, child care as part of the Job Corps Program.

To date, this issue has been addressed only in two limited circumstances, as you know, Mr. Chairman, in the Centers in Atlanta and San Jose. The Job Corps, of which we are all supportive, is intended to serve both young men and women.

The authorizing statute, in fact, mandated that enrollments should be split evenly between males and females. That mandate, however, has not been reached. Currently, only 32 percent of the Job Corps enrollees are young women.

According to the Department of Labor, the dropout rate for men in non-residential programs in 90 days is approximately 12 and a half percent. For women, however, it is appreciably higher, 20 percent. Though young women come to the Job Corps Program with many of the same problems, backgrounds as their male counterparts, there is one notable difference; 16 percent of the young women enrolled in Job Corps have at least one child. Clearly, their participation is possible for the most part only because they have been able to make appropriate child care arrangements.

Of course, we do not know what percentage of young mothers enrolled in the program are among those who drop out.

Others, however, are not so fortunate. There are a lot of young women out there who could be served by the Job Corps Program, who are eligible to participate, but who do not do so, partially because they cannot obtain child care.

Mr. Chairman, as you know, 575,000 economically disadvantaged young women between the ages of 16 and 21 are unmarried and have at least one child. Another 322,000 poor young women are married with at least one child. We do not know how many of these young women come forward each year hoping to participate in Job Corps, but become discouraged, or turned away, because of the lack of child care availability.

The adolescent pregnancy problem facing this Nation has created another barrier to young women who wish to obtain adequate job training. And that problem is growing and most dramatically af-

fecting minority females, a part of the population to which Job Corps is particularly and importantly targeted.

From 1970 to 1984, birth rates of 15 to 19-year-old black women have almost been double of the birth rates of white women. It is believed that this is one of the primary reasons that the program cannot meet the 50-percent goal for female participation.

Mr. Chairman, as you know, I am a member of the Labor, Health, Human Services and Education Subcommittee, the appropriating committee for Job Corps. I do not have with me specified figures, because I am not sure they have been released, but I am sure everybody knows about it. In any event, we have included a substantial increase in the Job Corps program.

To a person, Democrats, Republicans, in the appropriating subcommittee, there is very strong support for the Job Corps program. It is therefore, I think, incumbent upon us to make sure that program is available to those people who need it. It can mean an improved quality of life for its participants and their families, successfully starting them on the road to a lifetime of achievement. It can end generations of welfare dependency.

One of the principal issues this Congress is going to be addressing, and we all know that the Ways and Means Committee is about to report out a bill dealing with welfare dependency. The Senate, Senator Moynihan in particular, is also trying to deal with that issue. Job Corps is successfully dealing with that issue right now.

Job Corps is a full service program that provides not only job training, but medical, dental and counseling services as well. The one essential service that it does not provide, however, is child care.

We have a tremendous opportunity to begin to address this problem on the national level at a relatively low cost for the return we can expect. Mr. Chairman, as you and Mr. Grandy and Mr. Owens I am sure are aware, Job Corps returns $1.46 for every $1 that we invest. That return can only increase if we get more young women who are mothers involved in the program.

Mr. Chairman, I, like I am sure most of you, am sold on the Job Corps Program. The members of the subcommittee, as I have said earlier, on which I serve, believe it is one of the most effective programs that we have today.

Although we clearly will not be able to quickly put a program-wide child care service into place, I do believe that establishing a pilot program to demonstrate its potential would be a good first step.

Mr. Chairman, I again want to thank you for the opportunity to appear before you today. The cooperation that exists between this subcommittee and the subcommittee of the Appropriations Committee is, I think, beneficial to this very worthwhile program, and I look forward to working with you.

Thank you for this opportunity to appear before you.

[Prepared statement of Hon. Steny Hoyer follows:]

PREPARED STATEMENT OF HON. STENY H. HOYER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mr. Chairman, I am pleased to have the opportunity to appear before you today to discuss an issue that needs to be addressed by Congress in the very near future—

child care as part of the Job Corps Program. To date, this issue has been addressed only in two limited circumstances—the centers in Atlanta and San Jose.

The Job Corps Program, which we are all supportive of, is intended to serve both young men and women. The authorizing statute mandates that enrollment should be split evenly between males and females. That mandate has not been reached. Currently only approximately 32 percent of Job Corps enrollees are young women. According to the Department of Labor, the drop out rate for men in non residential programs at 90 day is 12.5 percent. For women it is appreciably higher, 20 percent.

Though young women come to the Job Corps Program with many of the same problems, backgrounds and needs as their male counterparts, there is one notable difference. Sixteen percent of the young women enrolled in Job Corps have at least one child. Clearly their participation is possible, for the most part, only because they have been able to make child care arrangements. And we do not know what percentage of young mothers enrolled in the program are among those who drop out.

Others however are not so fortunate. There are a lot of young women out there who could be served by the Job Corps Program, who are eligible to participate, but who do not do so partially because they cannot obtain child care. Mr. Chairman, as you know 575,000 economically disadvantaged young women between the ages of 16 and 21 are unmarried and have at least one child. Another 322,000 poor young women are married with at least one child. We do not know how many of these young women come forward each year hoping to participate in Job Corps, but become discouraged, or are turned away, because of the lack of child care availability.

The adolescent pregnancy problem facing this nation has created another barrier to young women obtaining adequate job training. And that problem is growing and most dramatically affecting minority females, a part of the population to which Job Corps is particularly and importantly targeted. From 1970 to 1984 birth rates of 15 to 19 year-old black women have almost been double that of the birth rate of white women. It is believed that this is one of the primary reasons that the program can not meet the 50% goal for female participation.

It can mean an improved quality of life for its participants and their families, successfully starting them on the road to a lifetime of achievement. It can end generations of welfare dependency.

Job Corps is a full service program that provides not only job training, but medical, dental and counselling services as well. The one essential service that it does not provide however is child care.

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Mr. Chairman, I like I'm sure most of you am sold on the Job Corps Program. The members of the Subcommittee as I have said earlier on which I serve believe it is one of the most effective programs that we have in being. Although we clearly will not be able to quickly put a programwide child care service into place, I do believe that establishing a pilot program to demonstrate its potential would be a good first step.

Mr. Chairman, I again want to thank you for the opportunity to appear before you today. The cooperation that exists between this subcommittee and the subcommittee of the Appropriations Committee is I think beneficial to this very worthwhile program, and I look forward to our working with you. Thank you.

Mr. MARTINEZ. Thank you, Congressman Hoyer.

Like you, I am sold on Job Corps. I have visited several centers throughout the country, including that one in San Jose. I was especially delighted with their program. It is ironic that last session when there were attempts to cut back the number of Job Corps Centers and attempts to rearrange the funding with the monies that had been appropriated.

That one in San Jose was targeted to be cut back simply because that center provided day care. And what was really unique about it, as far as I was concerned was that they took people who would otherwise not be able to participate, provided day care for their children, and in doing so, gave them the opportunity to participate.

In that center they took in kids whose mothers had full time jobs and were not taking advantage of Job Corps training, and they pay the full fare. Those mothers who were untrained paid no fare. During the period after completing Job Corps training until becoming full-salaried working women, there was a transition period where they paid a graduated scale for day care.

And I thought that was really fantastic. But later on, when we were talking about Job Corps funding and appropriations, there was some consideration of cutbacks. Anybody who really has studied the program and gone to visit some of these centers and seen some of these kids, know that it is the avenue of last resort, really. Through Job Corp people have been turned around and actually have become successful in life.

Of all the Federal programs that you can point to and say, "This one returns to us more than we invest", Job Corp is certainly—surely one where you can do that.

Even the Department of Labor, who tried to minimize the cost-benefits, could only come up with a minimum $1.38 return on the dollar. When questioned at a hearing, they actually did agree that this was a lower rate than Mathematic Incorporated developed because they hadn't counted people that had moved to another area and actually were employed and successful. They were not counted because they were not able to be traced.

But all that aside, in hearing after hearing, we find there is this tremendous need for day care. You laid it out pretty well in your testimony, you have been in Congress a while now, and you have dealt with the people we need to deal with in order to get the votes to keep successful programs.

How do we convince a person who believes that, hey, if people want to participate in a Federal program like this, they through family or friends, should be able to arrange for their own day care. The experiences of Massachusetts and even of California, have proven that it is impossible in many cases for them to be provided day care, but when it is provided these people can go from being a tax liability to a tax asset.

Will you comment on this?

Mr. HOYER. Mr. Chairman, there are obviously some who will not be convinced under any circumstances. So happens that I think this program has a very broadly-based, bipartisan support infrastructure in the Congress of the United States.

Senator Specter and I are sitting here in a bipartisan way supporting this program. In light of that, and in light of, as I pointed out earlier, the Congress' focus on welfare reform on ending the cycle of dependency, it seems to me that when you argue and can argue successfully that we need to have innovative ways to bring people into Job Corps or other similar programs, job training, job preparing programs. We need creative ways to change people from being tax receivers to being taxpayers and participators. Clearly, we know that given the ability of a young mother to have her child well cared for during the time that she is participating in a program will encourage that young person to participate.

And we will know that we are dealing in Job Corps in particular with people who have very limited resources, and as a result, if they are not given the assistance, they are not going to get into the

program. If they are not going to get into the program, they are going to continue on this cycle of dependency; their children are going to be in that cycle of dependency. We are going to have a much greater cost than we otherwise would have by expanding at a cost-effective—good cost-benefit ratio, the ability of people to participate.

You know, Ted Agnew was the Governor of our State, famous Governor of our State. We don't claim him as a member of our Party. He was a progressive Governor of Maryland I want to add, and in his Inaugural address, he said that the cost of failure far exceeds the price of progress. I don't know who did that phrase, but I think it is absolutely true and is true of this case.

Those young women who do not participate in this program because of inability to leave their children or child, are going to cost us much more in the long run than any child care program would cost us in the short run, while we are training that young woman to be a productive, taxpaying, involved member of our society.

Mr. MARTINEZ. Senator Specter, we had started to question Congressman Hoyer before you entered, and he does have a time problem. So, if you don't mind, we will continue asking questions, and then get to your testimony.

Mr. Grandy.

Mr. GRANDY. Thank you, Mr. Chairman.

I am sure you know in the Education and Labor Committee, we have been marking up the welfare reform bill, paying particular attention to the day care provisions. My concern is that the present package we will probably be sending to the Floor will have day care provisions up to the age of about 14, requiring participants in the work programs to have day care.

How will the Job Corps interface with that? It seems to me when you are talking about a pilot project in your statement, you are talking about using the Job Corps as the crucible to make these day care programs work to provide job opportunities for people who are moving off the welfare rolls and into the work rolls.

Is that what you see the future of the Job Corps becoming?

Mr. HOYER. Well, first of all, day care is a much broader issue, obviously. That is why you are dealing with it.

I would not see Job Corps as being the principal component of the program that is in the larger bill, in the larger treatment, however clearly—and I am not totally familiar with the bill that you are marking up.

I mean, obviously, I have read about it. My suggestion is that whatever pilot programs you focus on in Job Corps be integrated with and compatible with the programs that we adopt on a broader scale for working families generally, not necessarily participants in Job Corps per se.

There are obviously other work training experiences that we want to provide outside of the Job Corps. Job Corps is not the only one, although a principal one, for young disadvantaged people, so what I am saying is, Fred, I think you want to integrate the two and make sure they are compatible, and not redundant. They should not necessarily have the same criteria and restrictions.

Once somebody has qualified for the Job Corps program, they may have a broader participation in child care than you might

have in your bigger bill, or they may be the same. I really don't have your answer to that. Clearly, you want to make sure they are compatible with one another, if that is what you are asking.

I don't see Job Corps as the principal, sole child care component in which others would participate.

On the other hand, you may be correct in your observation that if you have a broader child care program, that program can, in effect, be the child care component for the Job Corps as well.

Mr. GRANDY. I was pleased to meet the Director of the Job Corps Center in Denison, Iowa, which although it was not in my District, serves as I understand it most of the western part of the State, and has been doing an outstanding job.

Assuming we have some kind of a day care component, you would see that being applied to the Job Corps Program as opposed to a day care program being operated within the Job Corps Program around Denison and being applied throughout the rest of the State. That is the way you want to see the program, I would assume.

Mr. HOYER. That assumes you have the larger program available.

Mr. GRANDY. Well, under the bill, assuming the bill becomes law, that will be mandated.

Mr. HOYER. I understand that—that is what I have said, the two programs ought to be integrated. What I am saying here, and you are focusing particularly on the Job Corps component of the problem, which we know as a larger problem.

If, and this is what I think I am testifying to—if there is not that larger component and if that larger component is not compatible with Job Corps, Job Corps needs this service in and of itself, but that is not to say if you have it available contemporaneously that you need to have a redundant system.

Mr. GRANDY. Obviously, there is some concern about duplicating services already in place. That is all the questions I have, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Grandy.

Mr. Owens.

Mr. OWENS. I just want to point out that we actually have completed the mark-up of our portion of the welfare bill. The only thing that remains to be negotiated is the difference between our bill and the Ways and Means bill, and there are some very significant differences.

Two components are really in our opinion not adequately addressed in the Ways and Means bill. That is the education component and the day care component, and those are really the most significant components of welfare reform.

If those are not adequately funded and adequately taken care of, then welfare reform becomes a dangerous source of cheap labor, urban serfdom, and so, we hope that you will understand that those are the basic differences, and particularly the day care portion we feel is underfunded, and would like for you to watch closely as that process develops.

We know we will have your support, but that is the problem between the Ways and Means Committee and the Education and Labor Committee at this point.

Mr. HOYER. I understand that. I had a discussion with Mr. Downey in Philadelphia.

Mr. OWENS. He is well aware of our problems.

Mr. HOYER. But again, what I was saying to Fred was I understand we are dealing with it in a larger focus. Here, of course, your subcommittee right now is focusing on the Job Corps particularly.

And what I am saying is, yes, if we have a larger program available that will solve this problem, that is the one we ought to focus on. We ought not to have redundancies. We ought to have efficiencies in terms of fiscal matters and personnel and all the other things that can be affected.

However, if that does not happen, this committee needs to focus on this discreet element of the problem.

Mr. MARTINEZ. Will the gentleman yield? One of the things we are trying to add is a child day care component for Job Corps-eligible persons. But not in all cases will every welfare recipient be eligible for Job Corps training. Where those instead may be eligible for some other training or program, as you mentioned earlier, we would try to provide day care service for them through that other program.

But that still doesn't alleviate the need for a day care component in Job Corps. There is a mandate that 50 percent of the participants be women. In many instances we can't attain that 50 percent, because the young women who would be eligible for Job Corps have child-care problems. We are trying to expand that service to them through Job Corps so they might be able to participate, and we might be able to obtain that 50 percent mandate.

Mr. OWENS. I have no further comment.

Mr. MARTINEZ. Mr. Hayes.

Mr. HAYES. No questions.

Mr. MARTINEZ. Mr. Jontz.

Mr. JONTZ. No questions.

Mr. MARTINEZ. Thank you very much. We appreciate your support for Job Corps, and we appreciate your testimony. Thank you.

Mr. MARTINEZ. Senator Specter.

STATEMENT OF HON. ARLEN SPECTER, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

Senator SPECTER. Thank you very much, Mr. Chairman.

At the outset, I commend this subcommittee for conducting these hearings. There are many hearings in process in this building today, as I walk through the halls. I think none is more important than this. Certainly, that would include the Iran-contra hearings.

I think in the long run the issues which will be acted upon on this subject matter will have the most lasting effect on the welfare of the country.

On the subject of day care centers for Job Corps, I believe that it is essential, would be cost-effective and ought to be provided for. This subcommittee is expert in the field of the statistics about the extensive tenure of the Job Corps, 23 years in existence, its overall cost-efficiency in returning almost $1.50 for every $1 invested within a three-year period, and the long-term return is much greater than that.

The existence of 106 centers nationwide serving approximately 100,000 youths each year so that the program has been established, and perhaps of even greater importance than these raw statistics is the fact that the Job Corps has withstood the pressure of the zeroing out efforts of the Office of Management and Budget of this Administration, and that fight has been carried on by you gentlemen here and has been carried on by a number of us in the Senate.

So the Job Corps has withstood a tremendous amount of pressure on those who want to eliminate it, so its success has been—has been established.

With respect to the issue of day care centers, I think that—and day care, that it ought to be provided. The statistics show a tremendous number of eligible female participants, and the statistics show that there is a lacking of participation by those who are eligible, and I believe that day care is really very fundamental.

This issue fits into the larger program that has already been alluded to on welfare generally. I had the occasion on Monday of this week to speak to the National Urban League on the subject of welfare reform in Houston, Texas, and it is high time that we acted on that subject.

The cost of welfare is enormous. When I sought to quantify the dollar figure, I found no one had the statistics in one place, and when you add AFDC at about $16.6 billion, and add medicaid and loss of earnings and the cost of remedial education, the figure comes to $100 billion very promptly.

If you add in the related costs of what poverty and welfare costs this country, to some extent on crime-related and drug-related issues, it is an enormous dollar figure, and it is my sense that there are many in the Congress, not necessarily those in this room, and perhaps excluding those in this room, who won't be attracted to welfare reform until it is cost saving as opposed to a cost expenditure.

That seems to be the order of the day around here, and it is a matter of great urgency. And I think finally, of your action, of this subcommittee and your parent committee and other committees and those of us in the Senate, we are moving in this direction, and when you talk about the Job Corps and the mandate for 50 percent female participation, there has to be day care centers, child care, and it would be foolish, penny-wise and pound-foolish, if we did not incorporate it.

In Pittsburgh, we have an excellent Job Corps Center. Western Pennsylvania has been especially hard hit. We got $5.5 million at a time when money was very hard to get several years ago, and we dedicated the center about six weeks ago, and they have facilities for day care, for child care, but they need funding, and that illustration is duplicated, I am sure, at 105 other centers around the country.

So I would strenuously, strongly urge this subcommittee to act on this important subject.

Mr. MARTINEZ. Thank you, Senator Specter.

In a few minutes, we are going to have to adjourn for a roll call vote on the Floor, but before we do, do any members on the panel have any questions?

Mr. Hayes.

Mr. HAYES. What do you see as the possibility of passing the welfare reform in the other body, in some meaningful welfare reform?

Senator SPECTER. I think the proposals are good. I have worked on a welfare package with the National Urban League, John Jacobs, and with Dr. Sullivan, been in this issue for a long time in Philadelphia and in Pennsylvania.

Last year, Senator Moynihan and I introduced legislation, was sent to the House—introduced by Congressman Gray, Congressman Kemp. I put my legislation back in this time with Senator Dodd, because Senator Moynihan took on the chairmanship of the relative committee and wanted to work on the bill longer, his present bill.

I discussed the matter with Senator Dole yesterday, and Senator Dole is on the verge of bringing a bill to the Floor. The Ford Foundation is working on this issue. I discussed the matter last week with Irving Shapiro, who is heading up this effort.

A bill has already been reported out over here. So, I think the time is ripe, and I anticipate that the Administration and the President will be receptive to it. I would urge that we focus very heavily on the cost of welfare and the cost related to welfare to show, as I think we can, that it would be a saving.

Of course, it is a capital investment to the extent it is an expenditure, and is urgently needed, but I believe, Congressman Hayes, that the time is ripe.

Mr. MARTINEZ. Mr. Grandy.

Mr. GRANDY. Yes.

Senator, because we have been working on the same project over here, I just want to know if on the Senate side, there is any consensus as to what age child will figure into your day care package when you make women eligible for benefits and work-sharing projects?

There was some discussion on our side. I just want to hear what the Senate is doing.

Senator SPECTER. There is no consensus on that subject in the Senate. Today, we are on budget—the debt ceiling and Gramm-Rudman-Hollings figures. There is no consensus in the Senate today on what time it is right now, and with respect to the issue of age that really hasn't been considered.

I think it is an open issue. I see you straining at your chairs. I understand your problem. The vote bells have rung. I appreciate a chance to testify, and I am available to work with you on this very important problem, and again, I thank you and commend you for your attention on this issue.

Mr. MARTINEZ. Thank you, Senator. We hope to move forward with this particular concept and, through you, to be able to get as much support as we need. We need both Houses to support this. Whenever it works, it works well.

And we have a gentleman sitting right behind you who is the Director of a Job Corps Center in Los Angeles, and he has been able to procure not only Federal funds, but State and city funds for day care, and it had made a big difference.

Thank you. We will adjourn for 10 minutes.

[Recess.]

Mr. MARTINEZ. We are going to have a short presentation of a tape. Do we need to turn off the lights for this? Would we be able to see it better?

Mr. DAN LOWRY. My guess is it is going to be better with at least the lights dim.

Mr. MARTINEZ. Let's see, Dan, can you dim the lights over there?

[A videotape presentation.]

Mr. MARTINEZ. Thank you very much for the film, and while they are getting the tape out of the machine, let me introduce the first panel.

George Zitnay, Director of the Mental Retardation Program, the Kennedy Foundation; Peter Rell, the Director of Job Corps, Department of Labor; Elaine Sterling, President of Women in Community Service; and Dr. Gwendolyn C. Baker, National Executive Director, Young Women's Christian Association, and we can begin with the testimony of Mr. Zitnay.

STATEMENTS OF GEORGE ZITNAY, DIRECTOR, MENTAL RETARDATION PROGRAM, THE KENNEDY FOUNDATION; PETER E. RELL, DIRECTOR, OFFICE OF JOB CORPS, U.S. DEPARTMENT OF LABOR; ELAINE STERLING, PRESIDENT, WOMEN IN COMMUNITY SERVICE; AND DR. GWENDOLYN C. BAKER, NATIONAL EXECUTIVE DIRECTOR, YOUNG WOMEN'S CHRISTIAN ASSOCIATION

Mr. ZITNAY. Good morning, and thank you very much, Mr. Chairman, for giving me the opportunity to be heard this morning. I would like to commend you and the members of the committee for taking up this important issue, and to tell you that I am here today representing Sargent Shriver, who as many of you know is the father of the Job Corps, and he would have liked to have been here himself this morning, but we are preparing at the Kennedy Foundation the Special Olympics events, so unfortunately, he couldn't be here, but he brings greetings and thanks you and the members of the committee and really both sides of the aisle, so to speak, for their continued support of Job Corps over the years.

I am here basically to talk to you about the importance of day care as it relates to Job Corps, not only the Job Corps members, but to the children of the Job Corps participants.

You have heard this morning from the Congressman and from the Senator of the need for the program, but let me just tell you that in our work at the Kennedy Foundation, across the country, we have looked at the issue of day care as it pertains to infants and to young people, and we all know that today, there are a million teenagers who become pregnant every year, and out of that 1 million, 5,000, approximately, give birth to a child.

We also know that approximately 10 percent of those children are going to have learning disabilities and other kinds of problems and needs as they grow older, and by the time they reach 13 years, they, too, will be in need of special services such as we are talking about today.

The Kennedy Foundation has become interested in working with the Job Corps and particularly around the issue of providing this type of service to the young people who are in the Job Corps. In

the film, it was demonstrated very successfully that day care and quality day care provides a number of ingredients that really get at the heart of this matter.

One, it recognizes and supports the needs of women, the real poor in our country today are children and women, and by the provision of day care, we are coming to recognize that this is a service that is no longer just something that would be nice to have, but is really a necessity.

Women need to work in our society, particularly poor women. You cannot work if you are not trained. We know that teen pregnancy and the outcomes of teen pregnancy are one of the major causes of school dropout, and some of our major cities in this country have a high percentage of kids who enter school and do not graduate.

Keep that in mind as we proceed today in talking about day care. We saw in the film very successfully that the day care that was provided offered to the young people the opportunity to interrelate to their children, to bond with their children, to provide them with the kinds of substance that they need in providing a caring environment, gave stimulation to the infants, taught the young people themselves something about life, about future planning, about goal-setting, about how to succeed.

For the young children in that program, it provides a sense of self-esteem, self-worth. It gives them hope for a future. It reduces the incidence of child abuse and neglect and frankly, if we are really talking about welfare reform, there is no better way to provide that than in providing for a prevention at the most early and critical juncture, and that is at infancy.

The Job Corps, as we know, has a goal of providing for 50 percent of women in the Job Corps. That goal should be realized today. There are real—is no excuse why that cannot be met. What is holding it back now, as you have heard, is the fact that day care is not available to the young women.

We heard this morning from Congressman Grandy about the potential of day care being included in other legislation in regards to welfare reform. I would like to point out, however, that one of the things we must be careful of, and just a note of caution, that as you yourself have said, Mr. Chairman, the Job Corps needs the help now. These young women are there.

They are waiting, they are ready. We also know that the Job Corps serves individuals who have a large number of problems associated with it. It is not just work. There are psychological problems, emotional needs. There are all kinds of reasons why people have not made it in the job market.

They go to the Job Corps for that training, for that support. I think that there is a difference between people who are already successfully placed somewhere on a job and the kind of day care that they need.

So, I would just like to cause that note of caution here. I would also like to say when Sargent Shriver started the Job Corps, they had in mind an opportunity to serve both young men and women, and that he knew—in fact he wanted to immerse the young people and to help them assume a very productive role in society.

An example, in 1966, at a speech that he gave at the United Church Women at the Yale Law School, he said that the Job Corps exists to provide an environment of warmth, compassion, reaching out and energy, as well as general opportunities for growth and development in jobs.

If in today's times in the 1980s, we are going to move beyond that and go on to provide that environment of warmth and compassion and reaching out and energy to our young people, then in fact, we have to help them plan for their future.

We have to help them learn to care about themselves, their families, their children and help them to prepare to live in the community and to offer to the community their help and their support. To do that, I think that the Job Corps needs right now your support and support of all Members of Congress to provide some day care.

I would like to just share with you a moment about a unique program that we have developed through the Kennedy Foundation with the Los Angeles Job Corps. That particular Job Corps Center—and David Maranville will speak later—I think can serve as a model for what can be done, because it provides a joint partnership between the private and public sector; it provides the opportunity for a very successful intervention program for young people, and it provides more importantly an opportunity for young people to develop a set of values that will guide them throughout their life.

What we have done with the Job Corps in Los Angeles and hopefully with other Job Corps across this country, is to provide a means to work with the young people who become pregnant in the Job Corps.

You all know that once you become pregnant, whether in a school program or in a Job Corps Center, any kinds of program, often it results in you leaving the program and results in you not having any type of education, training or work.

When that happens, we know perfectly well that the whole future of that family ends for that family, because now you are talking about a young person, and their child is in jeopardy, and you see that across the country over and over again.

So what we have done is that with the support of a program called Community Caring, which was started by Eunice Kennedy Shriver to address the needs of young pregnant women and their families.

We have put those two programs together at Job Corps Center in Los Angeles, the goal being to help those young women to remain in the Job Corps to understand themselves, to understand their children, to understand the need to receive the kinds of training and education that will provide them with a future for their young family.

That collaboration that exists between the Job Corps and the community has resulted in significant benefits to the members of the Job Corps. The young women and the young men who participate in that values-based education program, which stresses commitment to family, to work and to future planning has brought about a whole new experience for those people.

I can tell you from personal observation of having been to the Job Corps with both Sargent Shriver and Eunice Kennedy Shriver,

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that the enthusiasm that one sees in these young people, and when we walk into a room and see young people surrounding them with their babies, hundreds of young women and young men with their babies, it is an overwhelming experience, and to see them have the opportunity for success and to have hope for their future and for their family's future. That is the goal that we all should aspire to.

And finally, I can assure you that where there is successful day care, it works. One example is in Philadelphia, where the Private Industry Council, in cooperation with the Community of Caring Center have provided to young people quality day care programs and job opportunities that the repeat pregnancy rate for these young teens has been reduced to approximately 2 percent.

Think about the cost that has in terms of society and that young family.

And finally, there is this goal of 50 percent female enrollment in the Job Corps. We can reach that goal with your support. How? By providing the resources in terms of dollars. Let's not mince words. It is going to cost money, but it is an investment in the future.

With the investment of $15 to $20 million, I think that we can indeed provide everyone with reassurances that the dollars will be well spent, that the future will be much brighter for these young people, and that, in fact, we will reduce welfare dependency, and more importantly, we will have healthy children who feel good about themselves and about their future.

And in closing, Mr. Shriver says he salutes you for your work and he is grateful to the Job Corps for it being a successful program, and frankly, it is one of the shining stars in terms of Federal programs.

Thank you very much.

[Prepared statement of George A. Zitnay follows:]

PREPARED STATEMENT OF GEORGE A. ZITNAY, DIRECTOR OF PROGRAM DEVELOPMENT, THE JOSEPH P. KENNEDY, JR. FOUNDATION

Chairman Martinez, I am George Zitnay of the Joseph P. Kennedy, Jr. Foundation. It is an honor to appear before the Employment Opportunities Subcommittee of the House Committee on Education and Labor to discuss the need for day care services in the Job Corps program. I am here today representing R. Sargent Shriver, the Father of the Job Corps.

Mr. Shriver has asked me to extend his appreciation to the members of both parties in the Congress who have supported the Job Corps through the years.

When it comes to the Job Corps program, Mr. Shriver is a very proud father indeed! In its more than 20 years of existence, the Job Corps has been one of the most successful federal programs. It is the only residential education program that exists solely to serve hard-core, unemployed and undereducated adolescents and young adults. Job Corps enrollees come from poor, largely minority families. Most enrollees are high school drop-outs reading at a 6th grade level or below who have never been employed full time. Many would be characterized as "unemployable." Yet, over the years, more than 2 million of these young people have been moved from the Job Corps into productive employment, the military, or on to further education.

During program year 1985, 66.1% of Job Corps graduates found unsubsidized employment and 15.2% went on to receive additional education or advanced training. All of this has been achieved in a cost-effective manner.

In 1982, the Job Corps was reauthorized as Title IV, Part B of the Job Training Partnership Act of 1982. In that reauthorization, it was mandated that Job Corps participants be 50% female. Currently, female enrollment in the Job Corps is 28-31%. It is this fact, and the desire to increase female involvement to the level mandated by the reauthorization, that brings us to this hearing today.

The goal of 50% women in the Job Corps is desirable not just from an equity stand-point, but also from the reality that women do need to work in our society. They must be prepared to enter the work force to contribute to their family's income. All too often, and all too unfortunately, women must be prepared to enter the work force because they are the sole source of economic support for themselves and their children. The Job Corps has been very successful in preparing young men and women for the work force. However, to do this for large numbers of young women, it must adapt to the realities of life for many of them who are parents as well as participants in the Job Corps program.

In order to adequately serve mothers of young children, the Job Corps must provide adequate day care services. I think it is important to point out that, while this may represent an alteration in the program, it is not an alteration in the basic philosophy of the program. Sargent Shriver's philosophy in creating the Job Corps was to take poor, undereducated young adults out of their deficient environment and "immerse" them in a totally new and supportive milieu where they could be prepared for a productive role in society. In speeches in 1966 before the United Church Women and the Yale Law School Association, Mr. Shriver said, "The Job Corps exists to provide an environment of warmth, compassion, reaching out and understanding, as well as general opportunities . . ."

In the latter part of the 1980's and beyond, providing an environment of warmth and compassion, reaching out and understanding means many different things. For young women and young men, it means teaching them to think about and plan for their futures. It means having them learn to care about themselves, their families and the community in which they live. It also means helping them meet their needs and responsibilities so that they can focus on these activities in the Job Corps Center.

I will come back to the future planning and the caring in a moment. Let me deal with helping Job Corps enrollees meet their needs and responsibilities so that they can focus on learning. For young women in the Job Corps who have children, this means providing day care services. A woman cannot adequately focus on learning job skills if she is concerned about the adequacy of the care that her child is receiving. At the present time, a large proportion of the women who are absent from their day programs or who drop out of their residential programs do so because of difficulties in obtaining satisfactory child care services.

When the Job Corps provides day care for the children of its enrollees, it will be doing nothing different than many major progressive American businesses are doing for their employees. Many are providing on-site day care for the children of their workers and others are paying for off-site care as part of the employee benefit package.

I have mentioned the benefits of day care to the mothers, but I would be remiss to ignore the benefits to the children and to ignore the fact that these benefits are consistent with the goals of the Job Corps. The Job Corps is supposed to "break the cycle of poverty" in which many of its enrollees find themselves. It is well documented that high quality day care for socio-economically disadvantaged youngsters correlates with improved school performance and a decreased need for special education services.

The provision of day care services will be a challenge for the Job Corps. Between July, 1985, and June, 1986, nearly 20% of female enrollees had a dependent, most of whom were children. Most of these young women had to establish a child care plan to provide for their children. Yet, at the present time, only 2 of the 105 Job Corps Centers are providing day-care services. Three other centers are exploring private funding options for the provision of day-care services.

The option of private funding will not meet the need for the entire Job Corps program. It is estimated that the cost of child care for the 33 non-residential Job Corps Centers is between 12 and 15 million dollars. Clearly, Federal allocations will be required to fully meet this need, and meeting this need is fundamental to the mission of the Job Corps program.

While private-public partnerships cannot fully meet the need for day care services for the Job Corps, such partnerships have been an integral component of the Job Corps since its inception.

Allow me to close my message from Mr. Shriver by describing a partnership between a Job Corps Center and a private sector program which provides day care services and important values-based education for Job Corps trainees.

Beginning in 1986, a collaboration has existed between the Los Angeles Job Corps Center, directed by David Maranville, and the Community of Caring, Inc., a program created over 10 years ago by The Joseph P. Kennedy, Jr. Foundation for pregnant and parenting teens. The Community of Caring program today is also a preg-

nancy prevention program. Interestingly, as the Job Corps is a child of Sargent Shriver, the Community of Caring is a child of his wife, Eunice Kennedy Shriver. The Community of Caring is a values-based education program which, in the context of the Job Corps Program in Los Angeles, focuses on the delay of the initiation of sexual activity among those who are not yet sexually active, the prevention of pregnancy among those who are sexually active, and the meaning and importance of family for those who are pregnant or who are already parenting. It is for that latter group that day care services are also provided.

The collaboration between the Los Angeles Job Corps program and the Community of Caring has resulted in significant benefits for the enrollees. The young women and young men have participated in a values-based education program which stresses commitment to family, to work and to future planning. The children of the enrollees are provided with a wholesome day care experience. In addition, the rate of pregnancies commencing after young women have enrolled in the Los Angeles Job Corps Center Community of Caring Program has been markedly reduced. At a minimum, these young women are able to complete their program uninterrupted. More importantly, the young women and young men have greater feelings of self worth, a plan for their future and a commitment to follow that plan.

In summary, the Job Corps has existed for over 20 years. It is a wholistic program designed to reach the hard-core, under-educated and unemployed. It has been successful; however, the number of women involved in the program has been low. One way to attract women and retain them in the program would be to provide day care services for the children of the enrollees. Many American businesses have provided these services for the same reasons. Some of this activity can be done in a public-private collaborative effort that, in addition to providing day care services, can provide a values-based educational program very complimentary to the overall goals of the Job Corps. Mr. Shriver salutes the successes of the Job Corps and the members of both political parties who have supported it through the years. He encourages the members of this committee to further improve the Corps by providing high quality day care services for the children of its enrollees.

Mr. MARTINEZ. Thank you, Mr. Zitnay.

Mr. Rell.

Mr. RELL. Mr. Chairman, first, I would like to thank you and the members of the committee for your continued support and interest in the Job Corps. It is my pleasure to be here today to discuss the importance of child care services to enrollees in the Job Corps Program.

I have submitted a statement for the record, and I won't go through the process of reading that. I have a few introductory comments that summarize that that I would like to make.

Mr. MARTINEZ. Mr. Rell, I should have announced that we appreciate summarizations, and written testimony supplied will be entered into the record in its entirety.

Mr. RELL. The Job Corps is examining its program design and delivery in order to respond to changes in the labor force participation of women. In the broader context of services to women, child care is one of the prime areas of our focus.

As you know, the Job Training Partnership Act has a goal of 50 percent enrollment for females in the Job Corps Program. The percentage of female enrollees in the Job Corps has increased from 28 percent in 1968 to 32 percent in 1986.

Our current capacity for female enrollees this year is 38 percent. We believe that increasing female participation in the Job Corps will require two major steps. First, increasing the center capacity for females; and second, reconstruct sufficient levels of females to fill that capacity.

With regard to the first step, we plan to reach our goal of "coeding" all of the Job Corps Centers by the end of program year 1989. While this changeover involves converting male residential slots to female residential slots, we are also considering increasing non-residential slots; however, we are constrained by the Job Training Partnership Act limitation of 10 percent for nonresidential slots.

Since we have already reached the 10 percent non-res slot limit, we are looking towards switching existing nonresidential slots from male to female. While our plans for increasing capacity to serve females are fairly straightforward and well-developed, the recruitment and enrollment of females to fill these slots is more difficult.

We have examined the problem of increasing female recruitment in some depth. In August of 1985, we convened the National Conference in San Diego to discuss the issues and to set the groundwork for future plans.

Female recruitment also will be a major topic at our upcoming National Leadership Conference this August in Miami. After the Leadership Conference, each of our regional offices have been instructed to form broad-based committees to develop specific plans for improving female recruitment, based on their discussions.

However, some initiatives are already underway as a result of earlier discussions. Looking specifically at the issue of child care, we are aware, based on discussions with outreach staff and enrollees, that one of the major obstacles in female recruitment is lack of child care services.

Currently, 17 percent of the females in Job Corps have children and have had to make child care arrangements in order to participate. Job Corps operates child care centers on-site, as was indicated previously, at two centers in Atlanta and San Jose.

There are representatives here who will address the features of those programs in detail for you, and I will not at this point. Based on this experience at these two centers which estimate that the annual child care operating costs in all centers for on-site services for the children of non-residential females who need such care would be approximately $8.5 million in operating costs, and approximately $1.1 million in start-up costs, plus the cost of rehabilitating existing space or facilities.

So, something over $10 million. To date, the Job Corps has allocated limited amounts for the provision of child care. In order to avoid increase in unit costs, which are a major concern to us and to the Congress, we have been experimenting with a number of pilot projects, several under our Job Corps 2 initiative, to forge linkages with other State and local programs to enhance our ability to serve females with children.

At the Los Angeles Job Corps Center, efforts are underway to develop a residential group home for 75 female Corps members and their children. This will demonstrate linkages between State, county and Federal agencies, as well as other resources, and will enable Corps members and their children to live together.

At the Northlund Job Corps Center in Vermont, there are two efforts underway, one for non-residential Corps members and one for residential Corps members. First, State and local welfare agencies are working with the Job Corps Center and the State JTPA

Program to insure that non-residential Corps members who are AFDC mothers receive vouchers for child care.

Second, efforts are underway between Job Corps and the State for a program in which State resources will pay for on-site child care of residential enrollees who are welfare mothers.

The Job Corps Program will rehabilitate a building to provide a group living facility for the mothers and their children. Then this effort will enable the young mothers and their children to live together, because on-site care is not possible at all Job Corps Centers.

The Job Corps Program is trying to develop alternative strategies. These include two types of efforts. First, more flexible scheduling and training classes so that child care arrangements can be made more easily; and second, establishing linkages for the State and local AFDC and other public assistance agencies which may be able to provide access to existing public funds for child care.

For example, at the Westover Job Corps Center in Massachusetts, an evening component has been added to the Center in response to Corps members' difficulties in finding daytime child care. An extended training Job Corps Center is being established under Job Corps 2 in order to use facilities more hours of the day, and permit for scheduling of classes.

Two complete non-residential Job Corps Centers with linkages for child care are being added to increase female enrollment. Finally, all centers have been asked to link with State and local agencies for non-residential Corps members with dependent children.

As you can see, the Job Corps Program is trying a variety of techniques to increase our services to females with children. We are placing a great deal of emphasis on linkages with existing agencies and programs.

The Job Corps 2 Pilot and Demonstration Projects provide an excellent opportunity to try innovative approaches to increasing services to females, including a provision in child care.

I would be happy to discuss any of these subjects in detail and answer any questions you might have, Mr. Chairman.

[Prepared statement of Peter E. Rell follows:]

PREPARED STATEMENT OF PETER E. RELL, DIRECTOR, JOB CORPS

Mr. Chairman and members of the committee, I am pleased to have this opportunity to appear before you today to discuss the importance of child care services to enrollees in the Job Corps program. The importance of child care has increased significantly as the number of working women has increased over the last fifteen years and as the number of families headed by women has grown.

Let me cite a few statistics: in 1980 there were 44% more women in the labor force than in 1970; these women accounted for close to 60% of the labor force expansion during that decade. The number of families headed by women grew almost 90% between 1970 and 1985. We have also seen rises in tennage pregnancy and female high school dropout rates.

Before specifically addressing child care issues, I would like to spend a few minutes discussing overall Job Corps services to women. As you know, the Job Training Partnership Act (JTPA) has a goal of 50% enrollment for females in the Job Corps program. The percentage of female enrollees in the Job Corps has increased from 28% in 1968 to 32% in 1986. Our current capacity for female enrollees is 38%.

We believe that increasing female participation in the Job Corps will require two major steps:

1. increasing the center capacity for females, and
2. recruiting sufficient levels of females to fill the capacity.

With regard to the first step, increasing capacity, out of 105 Job Corps centers only 15 all-male centers remain—a decrease from 21 such centers just within the

past five years. We plan to continue with this trend in PY 87, reaching our goal of all co-ed centers by the end of PY 89. While this changeover involves converting male residential slots to female residential slots, we are also considering increasing non-residential slots, but we are constrained by the JTPA limitation of 10% non-residential slots. Since we have already reached the 10% non-residential slot limit, we are looking toward switching non-residential slots from male to female.

While our plans for increasing capacity to serve females are fairly straight forward and well developed, the recruitment and enrollment of females to fill these slots is more difficult. Clearly, we need to make great strides in this area. We are currently filling only 80% of our existing female slots. To make up for this reduced level, we are filling over 100% of the male slots in order to deliver more service years and to keep unit costs down. As I indicated, we plan to increase the number of female slots and, therefore, we must improve recruitment to fill the current capacity, i.e., to reach 100% capacity utilization level of our existing slots for females and to fill the new capacity added by the additional co-ed centers.

We have examined the problem of increasing female recruitment in some depth. In August 1985, we convened a national conference in San Diego to discuss the issues and to set the groundwork for future plans. female recruitment also will be a major topic at our upcoming National Leadership Conference this August. Each of our regional offices has been asked to form broad-based committees to develop specific plans for improving female recruitment based, in part, on the discussions at the Leadership Conference.

Some initiatives are already underway as a result of our earlier discussions. For example, we have obtained professional assistance in gearing publicity, public service announcements, and recruitment literature toward females. We are examining the mix of vocational training offerings at specific centers to see if there is a sufficient range of occupations attractive to females.

Looking specifically at the issue of child care, we are aware, based on discussions with outreach staff and enrollees, that one of the major obstacles in recruiting females with children for Job Corps is child care services. Therefore, our efforts to reach the 50% goal for the enrollment of females are made somewhat more difficult by the limited availability of child care services. Currently, 17% of the 18,000 females in Job Corps have children and have had to make child care arrangements in order to participate. Job Corps operates child care centers onsite at two centers—Atlanta and San Jose. At these sites, non-residential corpsmembers bring their children to the child care centers during the daytime while they are in training. The two centers are covered by individual state licensing requirements, which affect costs, staff/student ratios, and staff certification requirements. In both centers, the demand for child care greatly outstrips its availability.

There are representatives here today who will address the features of these two programs in detail for you. Briefly, these child care centers serve infants (six months and older) through pre-kindergarten. The cost per child ranges from about $3,000–$6,000 per year not including start-up costs. Estimates given by the centers for start-up costs average $600 per child, exclusive of any facility rehabilitation costs. This means that start-up costs for an average 30 slot day care center would be approximately $18,000.

Other research indicates that child care costs range from $40–$100 per week for child care, with infant child being the most expensive as well as the most difficult to find.

Based on this experience, the annual child care operating costs for on-site services for the children of non-residential females who need such care (about 1,875) would be $8.5 million. Start up costs are estimated at $1.1 million plus the cost of rehabilitating existing space.

To date, the Job Corps has allocated limited amounts for the provision of child care. In order to avoid increases in unit costs which are a major concern to us and to the Congress, we have been experimenting with a number of pilot projects, several under our "Job Corps II" initiative, to forge linkages with other Federal, State, and local programs to enhance our ability to serve females with children.

We are currently undertaking a series of pilot and demonstration projects, known as "Job Corps II," to test innovative management approaches and training techniques to increase the number of successful program outcomes and to reduce costs. Several of these projects involve testing new approaches to enhance our ability to serve female corpsmembers. An extended-day training Job Corps center is being established under "Job Corps II" in order to use facilities twelve hours a day and to permit more flexible scheduling of classes. This should help enrollees make better child care arrangements. Two completely non-residential Job Corps centers, with

community linkages for child care assistance, are also being established under "Job Corps II" to increase female enrollment.

Two of our pilot projects specifically try to assess the benefits to the mothers and children of having child care onsite for residential and non-residential corpsmembers. At the Los Angeles Job Corps Center, efforts are underway to develop a residential group home for 75 female corpsmembers and their children. In addition, there will be a child development center for the children to attend while the mothers are in training. Depending on the size of the child development center, some children of non-residential corpsmembers may also be able to participate. This program will demonstate linkages between State, county, and Federal agencies as well as other resources and will enable corpsmembers and their children to live together.

At the Northlands Jobs Center in Vermont, there are two efforts underway—one for non-residential corpsmembers and one for residential corpsmembers. First, State/local welfare agencies are working with the Job Corps center and the State JTPA program to ensure that non-residential corpsmembers who are AFDC mothers receive vouchers for child care. Second, development efforts are underway between Job Corps and the State for a program in which State resources will pay for on-site child care of residential enrollees who are mothers on AFDC. The Job Corps program will provide its support to the rehabilitation of a group living facility for the mothers and their children. Again, this effort will enable young mothers and their children to live together.

Because on-site care is not possible at all Job Corps centers, the Job Corps program is trying to develop alternative strategies for providing child care to mothers. These include two types of efforts: first, more flexible scheduling of training classes so that child care arrangements can be made more easily, and, second, establishing linkages with State and local AFDC and other public assistance agencies which may be able to provide access to existing public funds for child care. For example, at the Westover Job Corps Center, Massachusetts, an evening component has been added to the center in response to corpsmembers' difficulties in finding daytime child care.

Finally, all centers have been asked to link with State and local welfare agencies to secure child care services for non-residential corpsmembers with dependent children.

An alternative strategy for serving corpsmembers is being tested at another of our Job Corps Centers. The Shreveport Job Corps Center in Louisiana is conducting a pilot project directed at improving services for female residential corpsmembers. Under existing Federal regulations, corpsmembers may authorize a deduction from their allowance which is matched by Job Corps and sent to their spouse or dependent children or their children's caretaker. The current amount of the allotment is $50.00. The regulations allow only one such allotment, regardless of the number of children. The pilot project allows for an allotment of each of the children. The pilot project also provides for more frequent and earlier paid home leave. Under the existing Federal regulations, corpsmembers are not eligible for Government paid transportation home until they have been in the Job Corps for six months. Only one paid trip a year is permitted. The objective of the pilot project is to determine the extent to which increased allotments and additional paid leaves prolong the retention of these women and improves female recruitment.

We are testing whether the provision of child care to corpsmembers, either onsite or in the local community, would have an impact on their retention in the Job Corps or on their intitial decision to enroll in the program. Our demonstration projects should help us determine whether these are reasonable ways to increase the recruitment and retention of females in the Job Corps.

As you can see, the Job Corps program is trying a variety of techniques to increase our services to females with children. We are placing a great deal of emphasis on linkages with existing agencies and programs. The Job Corps program has recognized the importance of child care to young mothers and has attempted over the years to develop strategies to address this issue. As the number of young mothers—who are eligible for Job Corps and who would benefit from the Job Corps vocational, educational and inter-personal experience—has increased markedly in the last few years, the need for the Job Corps to try new stategies has also increased.

The "Job Corps II" pilot and demonstration projects provide an excellent opportunity to try innovative approaches to increasing services to females, including the provision of child care.

This concludes my prepared remarks, Mr. Chairman. I will be pleased to address any questions you or members of the Subcommittee may have.

ATTACHMENT

Atlanta Job Corps Child Care Program: serves children ages six months to five years old; currently has 55 children enrolled (45 corpsmembers); corpsmembers are charged $50 per month for child care, regardless of the number of children; annual net cost of the center is $136,000 (gross cost is $162,000); average cost to the Job Corps program per child—$2,498 per year or $45 per week (average gross cost is $2,998 per year).

The San Jose Job Corps Child Care Program: serves children six months to four and a half years old; currently has 30 children enrolled (only one child per corpsmember allowed); no charge to corpsmember; annual cost of the center is $183,000; average cost per year per child is $6,113 or $117 per week.

Mr. MARTINEZ. Thank you, Mr. Rell.

Ms. Sterling.

Ms. STERLING. Good morning, I am Elaine Sterling, the National President of WICS, Women in Community Service, a coalition of five volunteer organizations: American GI Forum Women, Church Women United, National Council of Catholic Women, National Council of Jewish Women and National Council of Negro Women and, Mr. Chairman, we represent a total members of 27 million American women.

As a primary contractor for Job Corps, WICS provides two essential services: Outreach and screening of potential Job Corps applicants, and support services for youth at the Job Corps Center, as well as their first year back in their local communities.

The young people we deal with are very much at risk. In addition to being economically disadvantaged, they are educationally, vocationally and often socially disadvantaged.

For these young people, Job Corps is their last chance and the only hope they have for becoming contributing citizens in the mainstream of the community.

Because of our 23 years' experience as Job Corps screeners, WICS is very much aware of the critical problems facing youth today. Because of focus on women, we are keenly aware of the national crisis of teenage pregnancy.

While Congress has mandated a 50-percent female enrollment in Job Corps, our experience is that three out of four young women wanting and needing Job Corps training cannot enroll because of dependent children.

Nationally, we are maintaining about a 36 percent enrollment figure for women. Only 16 percent of that number have dependent children. If we are to provide Job Corps training to an expanded female audience, we must address the child care issue.

WICS believes it is imperative to reach the Congressionally-mandated goal of 50 percent female enrollment in Job Corps by providing expanded services to teen mothers.

Sixty percent of all AFDC recipients had their first child as a teen. In 1987, single-parent families headed by a female outnumbered those headed by a male six to one.

Quality child care is expensive; infant care is even more expensive. While there are some local and State funds available for child care services, it is extremely time-consuming to piece together multiple funding sources. While foundations and corporations are sympathetic to the issue, they are not likely to commit long-term oper-

ating funds. Since the problem is long-term and national in scope, we urge you to consider a national solution.

Let me tell you something about WICS' efforts to address this issue. Job Corps nationally has a small percentage of non-residential students. The Detroit Job Corps Center currently has 83 women enrolled in this non-residential status. 95 percent are single mothers who must arrange child care services on their own.

The rate of absenteeism among this group is high, approximately 45 percent, and related to unstable arrangements. WICS has been working for almost one year to identify funding sources for a demonstration child care facility to serve the needs of these young women.

Our day care proposal provides quality care for 40 children, ages six weeks through five years. It includes parenting skills and a teenage pregnancy counseling program very similar to the program you saw at San Jose.

While we are increasingly confident that we have secured funds for the first year of service, the solicitation of funds beyond that would require additional time and effort. In the meantime, there are many other cities, other Job Corps Centers needing the same assistance.

If child care services are not made available to these young mothers in the United States, what will happen to them? Unless an investment is made in quality child care, these teenagers and their children will never escape the cycle of poverty, and our hope of enrolling 50 percent female participation in Job Corps will become a failed dream.

Mr. MARTINEZ. Thank you, Ms. Sterling.

Dr. Baker.

Ms. BAKER. Thank you, Mr. Chairman, for the opportunity to speak to you today. The YWCA of the USA appreciates the leadership which the Subcommittee on Employment Opportunities is taking in identifying the lack of child care as one of the barriers to achieving the goal of 50-percent female enrollment, which is vital in the Job Corps Program. The subcommittee is thanked for recognizing the need for this service, which is vital in helping women successfully complete the program.

The YWCA of the USA, in its 129 years of existence, has been in the forefront of assisting women and girls in achieving their full potential. More than 100 years ago, the YWCA recognized the need for child care, and in 1864, in Philadelphia, the YWCA organized the first day care center in the United States.

One of the objectives of the YWCA in the 1870s was to help young women prepare for the job market, as employment bureaus and training centers were established in Boston, New York, and St. Louis, and in 1965, the YWCA opened the first Job Corps Center designed for women only, in the City of Los Angeles.

YWCAs around the country presently serve women and girls in approximately 6,000 locations. Throughout all of its years of service, the YWCA has held employment and training in high priority, and we have used our own resources and worked with government,

business, labor and other voluntary organizations and structures for employment-related services for women from diverse backgrounds.

In addition to advocating employment and training, the YWCA has continued to support the development and expansion of quality, accessible day care. Around the country, there are presently 200 YWCAs that provide day care services, and more than 100,000 children are served at these centers.

Our services extend through 49 States and the District of Columbia. We have major centers in Los Angeles, California; Grand Rapids, Michigan; Chicago, Illinois; Albuquerque, New Mexico; Burlington, Vermont and Kokomo, Indiana.

Additionally, centers in the State of Wisconsin provide child abuse counseling and remedial education for the disadvantaged. Iowa day care centers have established programs for children who have been abused.

The YWCA recognizes that at no time has the need for day care been more vital than at the present, when the average cost of day care in this country is $3,000 per year.

Research indicates that women want to participate in training programs, but they are struggling to find affordable day care.

Young unemployed mothers who are unable to take advantage of programs such as the Job Corps are also more likely to have a second or third pregnancy. A program in Michigan has only a 2.4-percent rate of repeat pregnancies for those participating in the program, compared to a 33-percent rate for repeat pregnancies on the national level.

The Job Corps has been successful in serving this most at-risk population. The program attempts to eliminate this population's permanent dependence on society. The Job Corps program will also fill an economic need for this country, and it has been predicted that the U.S. labor force stands in danger of having too few trained workers for entry-level jobs in the 1990s.

The Job Corps Program can service this need. It costs less to pay for training and child care costs now then it does to pay continuing public assistance for a mother and her children in the future. An Ohio study showed that child care costs do not even begin to compare with the $8,000 minimum which would have to be spent in public assistance on a family for 1 year.

Other programs conducted by YWCAs support the need for child care for an integral part of the program, including El Paso, Brooklyn and Lincoln. These programs call for literacy, mentoring, and of course child care.

Our professional opinion in the YWCA is that there would be limited results or a complete inability to run the programs if child care were not available.

It is a myth to assume that Job Corps enrollees can get day care through a community day care system, when the supply of day care available is inadequate for even those women who can pay the full cost.

In a recent project done by the YWCA and the Women's Bureau of the Department of Labor, it was found that community day care facilities cannot meet the needs of those in training. Mothers often had to bring their children to class.

The YWCA of the USA has provided child care services during most of this organization's history. It is evident to us that child care must become an integral part of any service program, especially programs that serve teen mothers.

We urge your committee's support in assuring that this barrier to effective participation by teen mothers is removed, and that child care becomes one of the investments we make in the Job Corps to assure a sound future for both mother and child.

Thank you.

[Prepared statement of Gwendolyn Calvert Baker follows:]

PREPARED STATEMENT OF GWENDOLYN CALVERT BAKER, ED.D., NATIONAL EXECUTIVE DIRECTOR, YOUNG WOMEN'S CHRISTIAN ASSOCIATION OF THE USA, NATIONAL BOARD

Thank you Mr. Chairman for the opportunity to speak to you today on the need for the inclusion of child care as one of the components of the Job Corps program. The YWCA of the USA appreciates the leadership which the Subcommittee on Employment Opportunities is taking in identifying the lack of child care as one of the barriers to achieving the goal of 50 percent female enrollment in the Job Corps program. The subcommittee is thanked for recognizing the need for this service which is vital in helping women successfully complete the program.

The YWCA of the USA, in its 129 years of existence has been in the forefront of assisting women and girls in achieving their full potential. More than one hundred years ago, the YWCA recognized the need for child care and in 1864 in Philadelphia, the YWCA organized the first day care center in the United States. In the face of unreasoning prejudice and misinterpretation, the Cleveland YWCA opened a residence for unwed mothers in 1869. One of the objectives of the YWCA in the 1870's was to help young women prepare for the job market, as employment bureaus and training centers were established in Boston, New York, and St. Louis, and the first typing classes for women were started by the New York YWCA in 1870. In 1893, the Brooklyn YWCA started the first school to train women for practical nursing. In 1913, the National Board, YWCA of the USA created a Commission on Sex Education.

In 1965, the YWCA opened the first Job Corps Center designed for women only, in the city of Los Angeles. The Center was begun in response to a call from Sargent Shriver for more training facilities. You will hear from Mr. David Maranville, the Director of the Los Angeles YWCA Job Corps Center a little later, about this successful program which continues today.

YWCAs around the country presently serve women and girls in approximately 6,000 locations. Throughout all of its years of service, the YWCA has held employment and training in high priority, and we have used our own resources and worked with government, business, labor and other voluntary organizations and structures for employment-related services for women from diverse backgrounds. The YWCA wants to assure the participation of all citizens in the benefits of the American economy, and at the same time, enable them to make their contribution to that economy and the American society as a whole.

Over the past decade, the YWCA of the USA has participated in several other training programs with the assistance of the Department of Labor. The Greater Baltimore YWCA created a program which improved the employment potential of young women by providing math and reading instruction, and employment training in non-traditional fields. The YWCA of Greater Miami and Dade County designed and implemented an employment training program which provided academic tutoring and vocational counseling. The Cleveland YWCA served women in a pre-employment training program which included career guidance and support groups. The YWCA of metropolitan Chicago involved youth in an on-site work experience project. The YWCA of Oklahoma City implemented a program for learning disabled youth which involved skills training and job search preparation. The YWCA of Pueblo, Colorado, organized a job readiness program for low-income Mexican American youth with English language barriers.

In addition to advocating employment and training, the YWCA has continued to support the development and expansion of quality, accessible day care, so that women may benefit from needed training. The organization is a member of the National Collaboration for Youth, which is a coalition of the top twelve youth serving organizations concerned with providing programs and services designed to foster the development of youth toward productive and responsible adulthood. The National

Collaboration for Youth has committed itself to work for adequate quality child care for all youth, including teenage mothers.

The YWCA of the USA is one of the voluntary organizations which has responded to the call for child care. Around the country, there are presently 200 YWCAs that provide day care services and more than 100,000 children are served at these centers. Our services extend throughout 49 states and the District of Columbia. We have major centers in Los Angeles, CA, Grand Rapids, MI, Chicago, IL, Albuquerque, NM, Burlington, VT, and Kokomo, IN. Additionally, centers in the state of Wisconsin provide child abuse counseling and remedial education for the disadvantaged. Iowa day care centers have established programs for children who have been abused, nursery schools, and programs for pregnant adolescents and unwed mothers. The provision of this service is important. The YWCA of the USA recognizes that at no time has the need for affordable day care been more vital than the present, when the average cost of day care in this country is $3,000 per year. The YWCA recognizes that at no time has the need for day care been more vital than the present, when the average cost of day care in this country is $3,000 per year.

The National Social Science and Law Center conducted a study in 1986 that explored the barriers to employment faced by single mothers receiving welfare benefits in Washington state. Nearly two-thirds of the respondents cited difficulties with child care arrangements as the primary problem in seeking and keeping a job. Seventy-six percent of those women in the survey who had given up looking for work, again cited child care difficulties as preventing their search for, or attainment of, employment.

Conversely, a public investment in child care has been shown to be cost effective. The Colorado Department of Social Services has estimated that providing child care assistance to low-income working families costs only 38 percent of what it would cost to provide these same families with AFDC and Medicaid benefits, if they were unemployed.

Making the move into the workplace is formidable for young unskilled girls, that is why the YWCA of the USA supports the need for continued federal support of employment training programs. As an agency which serves significant numbers of the disadvantaged population, we know first hand that these young women have a great deal of trouble finding jobs in the regular employment market. In order for these young women to successfully participate, they have to have basic support services, such as child care and transportation. Research indicates that women want to participate in training programs, but they are struggling to find affordable day care. Child care service deliverers have determined that lack of child care has an adverse impact on the productivity of training parents.

Young unemployed mothers who are unable to take advantage of programs such as the Job Corps are also more likely to have a second or third pregnancy. A program in Michigan has only a 2.4 percent rate of repeat pregnancies for those participating in the program, compared to a 33 percent rate for repeat pregnancies on the national level. Clearly, one of the most feasible ways to prevent repeat teen pregnancies is enrollment in an effective education or job training program with a day care component. Moreover, it has been shown that the characteristics of women who head families include higher unemployment, lower educational attainment, more dependent children, and lower earnings as compared with other labor force groups. The consequences of poverty has a severe impact on children; poor children are less likely to perform well in school, they are more likely to get into trouble, more likely to drop out, they are less employable, they are more prone to drug and alcohol abuse, more likely to land in jail, more likely to have children who will repeat the poverty cycle, more likely to develop deep emotional scars and to act out hostile behavior, and more likely to suffer child abuse.

The Jobs Corps has been successful in serving this most at-risk population. The program attemps to eliminate this population's permanent dependence on society. The at-risk group has been growing; one in five American children under 18 now lives in poverty, including one in six white children, 40 percent of the Hispanic children, and half of all Black children. One in every four children under six years of age, lives in poverty. This alarming increase in poverty among children adds up to 18 million people; children constitute 40 percent of the nation's poor.

The U.S. labor force stands in danger of having too few trained workers for entry level jobs in the 1990's. The Job Corps program can service this need; it is not only good for the participants, it is good for the country. Americans must become wise investors. It costs less to pay for training and child care costs now, than it does to pay continuing public assistance for a mother and her children in the future. An Ohio study showed that child care costs do not even begin to compare with the

$8,000 minimum which would have to be spent in public assistance on a family for one year.

Other programs conducted by YWCAs across the nation support the need for child care for an integral part of the program including Brooklyn & Lincoln. These programs call for literacy, mentoring, and of course child care. Our professional opinion in the YWCA is that there would be limited results or a complete inability to run the programs if child care were not available.

It is a myth to assume that Job Corps enrollees can get day care through a community day care system, when the supply of day care available is inadequate for even those women who can pay the full cost. In a recent project done by the YWCA and the Women's Bureau of the Department of Labor it was found that day care facilities cannot meet the needs of those in training. Mothers often had to bring their children to class.

The YWCA of the USA has provided child care services during most of this organization's history. It is evident to us that child care must become an integral part of any service program, especially programs that serve teen mothers.

We urge your committee's support in assuring that this barrier to effective participation by teen mothers is removed, and that child care becomes one of the investments we make in the Job Corps to assure a sound future for both mother and child. Thank you.

Mr. MARTINEZ. Thank you, Dr. Baker.

I think you hit the nail right on the head. One of the reasons why we need to provide day care for the Job Corps participant is, as you stated in your testimony, there simply aren't even enough day care centers out there to provide for the people who can pay the full price—much less those people in the kinds of predicaments that lead them to Job Corps. You have to remember, most of the participants in Job Corps have pretty much failed in life in general, and are at their avenue of last resort, and that is why they come to Job Corps.

And so, these people that are in Job Corps, really need this particular type of system, and they wouldn't be able to get it any place else.

You have to think in terms of the age group, too, which is another reason why this is not inconsistent with the day care we are attempting to provide in the welfare reform bill. It can, as Congressman Hoyer pointed out, be a linkage for those people who need that service for a different reason, who may be a part of the same principal group that we are aiding and helping to secure a better life for themselves.

I think there is one thing we are going to have to deal with as we progress. Some might point out that if the YWCA has been able to find private money to help in this case, from, say the Kennedy Foundation, why should the Federal Government finance it?

Well, I think Ms. Sterling addressed this adequately. This is a national problem that is going to take everyone's participation on a national scale, including the Federal Government. If we want to achieve those goals we have set for ourselves, then we have to start putting our money where our mouth is.

I am really delighted, Mr. Rell, that the Labor Department is looking at this in a very positive way by trying to provide co-ed uniformity throughout all of the Job Corps Centers. I think that will help a lot to increase female participation. But by your testimony, there are still five that are not integrated.

Mr. RELL. That is correct, Congressman. There are currently 15 Centers left. 14 of those are civilian conservation centers, and the

remaining one is a center named after the former chairman, Mr. Perkins, which are still 100-percent male enrollment.

We plan to switch those over. In the past couple of years, we have switched over two or three of them, and our plans are by program year 1989, we will have that all accomplished.

The ensuing difficulty, though, Mr. Chairman, is I could do—probably do that very rapidly. It is a matter of some renovations in dormitories and the like, you know, to switch over the capacity.

The problem is in the recruitment of females to fill those slots. I would be insane to do it all tomorrow if I wasn't sure that we could fill those female slots, because if we have empty beds and we don't have capacity utilization, as you well know, there are a lot of fixed costs that go on; our unit costs increase, and that is one of the primary criticisms of the Job Corps Program as it is that we have a very high unit cost.

So, this has to be a very carefully developed and carefully scheduled and programmed plan.

Mr. MARTINEZ. Even with a high unit cost, we have to realize that the return is still there. So, when we think in terms of unit cost, we should think mainly of what the return is. The Mathematic Study showed it to be $1.46 on every dollar spent, but even in lieu of that, I know that the Department has this problem—I don't know if you call it competing dollars—competing slots against facility renovation facility maintenance.

I know you have a rather large amount of money set aside for renovations that have to take place, and on a continuous basis. In competing for that dollar, what is it really going to take to provide these day care centers?

I notice in your testimony, you estimate the start-up costs and the costs per child. We know, as we appropriate monies it is going to take additional appropriations to be able to provide this.

What are we going to have to do?

Mr. RELL. Our hope, Mr. Chairman, is that it may not. As I indicated to you previously, even though the return on investment is certainly a good one, and you have quoted the Mathematical Study which we are all familiar, and we support that; however, just in terms of Federal outlays, in terms of the medical expenditures involved, Job Corps does require a great deal of money, and has a high unit cost.

So, therefore, our intent is to see whether or not we can't solve that problem without increasing the unit costs and additional appropriations and things of that nature. These pilot programs that I, you know, very quickly described here are a major effort to test various approaches, to see whether it can't be done without increasing the appropriations, increasing the outlays and having a higher cost.

I don't know to what extent we will be successful, Mr. Chairman, but it certainly is the proper thing to do to try that.

Mr. MARTINEZ. Right now, I imagine there are monies that can be allocated or aimed at providing day care services, if the centers themselves are innovative enough to be able to put it together.

Mr. RELL. Mr. Chairman, our budget is a fairly tight one. We have—we have created a budgeting and financial system that

tracks every dollar. I know exactly what we are spending this year as appropriations go on.

Our program just started three weeks ago. Our current budget is built on examining the literally hundreds of contracts that we have for the operation of centers, for outreach screening and placement for support services and the like, and the money is very specifically allocated to particular services and activities.

There is no slush fund, if you will, or free funds that might be diverted towards this. Our budget is fully occupied. Our budget is adequate to operate all 105 Job Corps Centers as we currently have them configured, with the current level of services that we provide, and it makes some inroads, not as much as we would like, on the backlog of the facility renovations that you pointed out.

Our effort here is to take a little bit of seed money in our Job Corps 2 pilot and demonstration projects to see whether or not that little bit of seed money can't be leveraged with local, State, welfare and other kinds of resources to address this problem of child care, and to see whether or not we can't improve that service.

Like I said, if that will be enough to take care of the problem, I do not know, but it certainly is a major effort, one we ought to undertake.

Mr. MARTINEZ. Very good. Thank you.

Mr. Owens.

Mr. OWENS. Yes, Mr. Chairman.

Before I make my comment or beginning the questioning, I would like to thank the members of the panel and particularly thank Dr. Gwendolyn Baker, and would like the record to note that in addition to serving the Nation as the National Executive Director for the Young Women's Christian Association, she is also a member of the New York City Board of Education, which means she holds two full-time jobs.

I don't know how she has time for anything else considering the Board of Education keeps her quite busy, and she has done quite a job there.

I want to return to the statement I made to Congressman Hoyer, and would like your input on my basic thesis, and that is that welfare reform has an opportunity, if they are sincere about reform, to create an atmosphere, environment, funding, for a massive increase in the day care programs that are available in general.

And I really think that here is where the real opportunity lies, and that the Job Corps day care centers would have a far greater opportunity of blossoming and really being able to sustain themselves if that overall environment out there is supportive, and if more funding is made available in general.

The number of different types of models blossom and options increase greatly. A Job Corps day care center does not have to be just for the Job Corps Center. It can be for the surrounding community also, with the funding coming appropriately from outside.

The fact that the Job Corps budget is under pressure and has been for a long time leads me to believe that the likelihood you are going to get the funding through the Job Corps budget without the extra impetus from funding that will be provided from a larger welfare reform effort, which includes more money for day care, I think is slim.

Job Corps might even consider specializing in operating and demonstrating new ways to operate day care centers or day care or child care beyond just the traditional day care center, the after-school centers, et cetera, using their own personnel and the enrollees; and there are a number of things that might be made available if there was just more money available out there.

Somebody mentioned vouchers—I think Mr. Rell—for the off-site persons. That certainly, if there were vouchers out there, which are better than current amounts that are made available to welfare recipients, it would certainly help matters a great deal in terms of making real jobs available in day care; good, better-paying jobs through that system, as well as through the funding of Title XX, but I just like your words on that, because I think that, given the fact that the Job Corps is a tightly structured, successful program, its involvement in the effort to really make the welfare reform bill become a more adequate one with more adequate funding for day care could be considerable if the organized Job Corps community would get involved in this, and saw advantages in having that larger pie out there become available—pie become bigger.

What are your thoughts on this? Either one of you?

Ms. BAKER. May I say something, please? In response to your remarks and interest in welfare reform, which all of us share, I would like to pick up on something that Dr. Zitnay said earlier, because it fits here also, and that is when we think about dollars, and we think about welfare reform and certainly what we want to do for the people that the legislation is designed for, and considering the shortage of dollars, if we look at providing day care in the framework of what we saw in the video, thinking of it not only supplying and filling a need of the participants that Job Corps is serving, but also looking at what that center could really do if we move from a conceptual approach of day care to one of child development, because when you think of welfare reform, the only way that is really going to turn itself around is to truly do for the participants what that reform needs to do, and that is to begin at a very early age of providing for young children as well as their mothers, opportunities to improve their health, their nutrition, their minds.

And when I look at the numbers of students who are coming out of one of the largest school systems in the whole country, in the world, not knowing how to read and write, and regardless of any legislation or reform, of what you provide, you are still going to have people that you are going to have to take care of.

And if at a very early age we can make our dollars work two and three times for us by providing for these youngsters opportunities for readiness skills and learning how to read, write and how to compute and how to take care of themselves, this is the beginning.

This is where welfare reform really starts, and I think by providing opportunities for day care, child development in Job Corps Centers is really more than providing a service just for the women who are participating there.

So, I urge you, I think that you can get twice and maybe four times for the dollars that the government would spend.

Ms. STERLING. If I may, Women in Community Services was formed because of a special problem with women. As you know, Job Corps was first organized for men, and the women's Job Corps

came after, and the reason WICS was asked to coalesce around this program was because at that time, 24 years ago, poor young women did not leave their families.

Those were the social problems of those days, and it was Sargent Shriver who felt that there would be needed a credible group of women who were representing credible organizations who could go to the families of these young girls and say to them, your daughter will be safe if she leaves home and goes to a residential program.

And so, we have been looking at the special problems of women for, lo, these 24 years. Now, those problems are different today, but women are different in Job Corps than men are. And we are still recruiting women, and we have had to kind of look at the way we recruit women over the years.

We found that the military risk kind of slogans that appeal to young men do not appeal to young women, so we are still having special problems in recruiting young women.

And Mr. Owens, yes, we do believe in the welfare and the workfare, and a coalition like WICS with 27 million women will network around that issue, but that is going to take some time, and right now, there are a lot of young women with dependent children who need day care this day, this month, this year.

Mr. MARTINEZ. Mr. Rell, would you like to respond?

Mr. RELL. Mr. Owens, I am sorry to say that I haven't followed the debates on the welfare reform legislation all that closely; however, there is no doubt that there are current resources under the AFDC program, and perhaps improved resources under any, you know, new legislation that could have been of great advantage to the Job Corps members.

Forty percent of Job Corps enrollees are from welfare families. I have asked all 105 of our Center Directors to make linkages with the welfare systems at the local level, to try to obtain child care assistance for those enrollees who are eligible and interested in enrolling in Job Corps.

I have to report to you that we have encountered a great deal of success in a couple of instances, and a few instances—but not a great deal of success in others. Dave Maranville, who will speak with you from the Los Angeles Job Corps Center, has been successful in obtaining that linkage for the State and local funds, you know, to establish that on-site Job Corps Center for residential enrollees, for women to live with their mothers; however, that didn't happen overnight.

I believe it took him 18 months to work his way through that process. We have been successful or about to be successful—I should cross my fingers here—in Vermont in a very similar fashion, but as of now, the remaining centers are still working in pursuing those kinds of linkages and arrangements, and the difficulties that exist, among others, are that there isn't just a single welfare program in this country, as you well know.

There are individual jurisdictions with differences in eligibility requirements and differences in funding levels and support, and frankly, in their willingness to coalesce around the needs of a particular set of people called Job Corps enrollees, where I hope that our Center Directors will continue to pursue that effort and will continue to have increased success in obtaining those resources.

We are gambling a bit that they will, but I have some confidence.

Mr. MARTINEZ. Mr. Zitnay.

Mr. ZITNAY. Just like to reiterate what Dr. Baker said, and Elaine Sterling, just to call to your attention that there are two programs out of the 105 that are providing the service today.

The need is extremely important and is going unmet, so I think that you need to have some results and some action to take place now.

I also would like to comment on the welfare reform. I do feel there is a wonderful role for Job Corps to play in what Mr. Grandy and Mr. Owens are talking about, and certainly there is an opportunity for not only providing the model, particularly for the most at risk, but I also think there is an opportunity there to share that experience with other people in the community who need that, some service.

I think we have to put them together. I agree with you. Thank you.

Mr. OWENS. No further questions, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Owens.

I want to thank the panel for their testimony. I appreciate you being with us today and providing us with such valuable information.

The next panel consists of Edwina Dixon, Vice President of the Southeast Region of the Management Training Corporation; David Maranville, Director of the Los Angeles Job Corps Center; Vince Doran, Director of Pittsburgh Job Corps Center; and Bernardine Mason, Region III Representative of the National Job Corps Alumni Association.

We will start the testimony with Ms. Dixon.

STATEMENTS OF EDWINA DIXON, VICE PRESIDENT, SOUTHEAST REGION, MANAGEMENT TRAINING CORPORATION; DAVID MARANVILLE, DIRECTOR, LOS ANGELES JOB CORPS CENTER; VINCE DORAN, DIRECTOR, PITTSBURGH JOB CORPS CENTER, ACCOMPANIED BY JOAN LANZ, DIRECTOR OF COMMUNITY SERVICES, PARENT AND CHILD GUIDANCE CENTER, PITTSBURGH, PENNSYLVANIA AND BERNARDINE MASON, REGION III REPRESENTATIVE, NATIONAL JOB CORPS ALUMNI ASSOCIATION

Ms. DIXON. Thank you very much, Mr. Chairman, I am very honored and very pleased to have been asked to testify here today on a very serious issue, the need for child care services in Job Corps.

For many years, the lack of adequate child care services has been a major barrier to females obtaining training and employment. For young, single and economically disadvantaged mothers, it is an insurmountable problem that has a devastating impact on the mother and child, and our Nation at large.

Each year, more than 1 million teenagers become pregnant, and most of these drop out of school due to their pregnancy. The GAO indicates that the number of single-parent families on AFDC nearly doubled, from 1.8 million to 3.4 million, from 1970 to 1985.

As many studies have shown, there is also a significant relationship between poverty and the illiteracy, unemployment and crime

rates. All these factors cause our Nation to suffer losses in tax revenue, additional expenditure in welfare and prisons, reduction in overall productivity of our human resources, and increases in the Nation's deficit.

A Special Report published in February 1987 by Day Care Information Service indicates that:

> Many programs that could serve parents with young children don't. They elect to offer job training programs to those who need the fewest support services, so that they can get more graduates for the same dollars.
>
> The statutory performance and fiscal pressures encourage administrators to ignore the cases that they ought to concentrate on. And so, when a young, never-married woman has a child and starts on AFDC, she may not get any services or counseling or anything until her child is six years of age and in school. Indeed, if there were another child, she could wait 10 years.

A Task Force on Poverty and Welfare convened by New York Governor Mario Cuomo warns that "without child care, our efforts at education and training opportunities may be wasted." This task force and a study conducted by Denise Polit of Humanalysis, Incorporated, indicates that employment programs for teen parents are most successful if on-site child care is provided.

This is as a result of several factors:

One, most teen parents have children below the age of 3.

Two, there is a high demand and an extremely low supply of child care services available for infants.

Three, the cost of child care for infants exceeds most teen parents' ability to pay.

Four, the relatives of teen parents are often unwilling or unable to care for the child or children due to their own problems or concerns.

We may ask how all of this impacts on the Job Corps Program. Job Corps' major purpose is to assist our Nation in breaking this cycle of poverty and illiteracy by providing academic, vocational and social skills training to economically disadvantaged youth; however, the Job Corps has had great difficulty recruiting, enrolling and retaining females in its program.

One of the major problems facing many young women needing Job Corps services has been the lack of adequate child care services. Because of the lack of this critically important support service, these young women have been systematically excluded from obtaining the education and training they need to become employable, self-sufficient adults. Their children also become victims of their parents surviving in a state of poverty and illiteracy.

Job Corps take a more active role in leading the Nation to resolve this social problem that is mushrooming to points of no return. The need for child care centers, as a support service provided by Job Corps, is evident and critical to bring the program to the 50-percent level. Young parents must feel comfortable and free to pursue their training in Job Corps without worrying about satisfactory child care arrangements.

The Management Training Corporation has been fortunate to provide an on-site, comprehensive Child Development Center for 65 pre-school children of non-residential Corps members. This program was implemented shortly after the startup of the Atlanta Job

Corps Center in early 1970, the first Child Development Center in Job Corps.

At that time, the Center also partially served the child care needs of a limited number of resident solo parents.

Though National Office studies proved it to be very effective, the total solo-parent-child care program was slated to be discontinued due to lack of funding and statutory limitations.

The statutory limitation was cited to be Federal regulations that authorized Job Corps to only serve youth ages 16 through 21 and not children. Through the assistance of the Regional and National Office of Job Corps, the Center entered into an agreement whereby WIN would recruit AFDC mothers for non-residential enrollment in Job Corps and would pay for the child care slots.

This arrangement did not prove to be very successful due to local WIN officials' negative feelings about the amount of the child care costs. Fortunately, the Department of Labor allowed the Center to continue the non-resident, solo-parent program funded through Job Corps.

Although the nonresidential, solo-parent program is extremely important and helpful to the young mothers, the residential solo-parent program was much more effective. Providing residential support and extended counseling throughout evenings and weekends aided the parents' ability to cope with their parental responsibilities.

It also allowed them the freedom to pursue their training without having to worry about food, decent housing, transporting their young children across town by public transportation, or minor illnesses of their child.

I strongly recommend the implementation of residential, solo-parent programs. This would allow Job Corps to serve young mothers who live in rural areas that are not located near a Job Corps Center and, therefore, these young mothers would not be able to be involved in a nonresidential, solo-parent program.

To cite an example of the importance of the child care program, several years ago a 20-year-old mother with two pre-school-aged children enrolled in the Atlanta Center. Prior to her enrollment in Job Corps, this young woman was living on welfare in public housing.

She frequently went to Red Cross centers to sell her blood in order to buy clothes and gifts for her children at Christmas. This young woman completed her GED and building maintenance vocation at the Center and went into the Center's Advanced Training Program at a local technical school, and completed her training in diesel mechanics.

Upon her completion, she obtained employment as a diesel mechanic, earning more than $10 per hour and was able to get off welfare, move out of public housing, buy her own house, pay taxes and provide a decent life for herself and her children.

These accomplishments would not have been possible if this young mother had not had the child care services provided by the Center.

Mr. Chairman, if Job Corps is to continue to be innovative in resolving the many problems of the young people it is designed to serve, it must be able to respond to the needs of a large and ever-

growing segment of this country's disadvantaged youth population, the adolescent parent.

Mr. MARTINEZ. Thank you, Ms. Dixon.

Mr. Maranville.

Mr. MARANVILLE. Job Corps has had for a long time difficulty recruiting and retaining females, primarily because of the lack of available and appropriate child care services.

Because Job Corps, with the exception of two centers, does not offer this critically important support service, many young women are systematically and discriminately excluded from obtaining the education and training they need to become employable, self-sufficient adults.

Many of our students come to us, not only out of necessity, but also because of the increased motivation for personal growth and independence, independence from the quagmire of welfare, gangs, disruptive home lives and drugs.

Child care centers, those that are available, are often too costly for the poverty level parent, and often are below standards. The waiting lists for affordable, competent centers are long, with many having up to a 2-year wait.

Many of our Corps members must rely on family members and friends for the care of their children. Family and home conditions frequently change due to illness, employment, personal problems, et cetera.

Some home environments are unsuitable, with alcohol and other drugs being used or sold, emotional turmoil and inappropriate behavior existing. Yet, with no other option except to terminate from our program, the enrollee's child is left in these unhealthy surroundings. The result, more than occasionally, is child abuse, neglect, and emotional trauma with lasting effects on both parent and child.

Existing legislation within the Welfare Act stipulates that AFDC recipients lose welfare benefits when they go into the Job Corps Program. Because of losing these benefits, families discourage their kids from enrolling in Job Corps.

Resident and nonresidential Corps members that have to deal with their child care concerns are continually stressed and despondent. Our counselors, instructors and trainers say that absenteeism, lack of concentration, fatigue, anxiety are typical of the Job Corps enrollees that do not have satisfactory child care plans and services.

These students are frequently upset to the point that their own frustrations are released in abuse, anger and improper treatment toward their own children. They see themselves as failures and their self-esteem falls even more. They eventually drop out of Job Corps with another dream shattered.

Our system has failed them but they say, "I have failed, again." These young people do not have to fail, nor do we have to allow them to fail. We can do something about the problem of child care and we can have a proper quality program that works and benefits the child and the adolescent parent.

The presentation we showed earlier is an example of what one center has been able to accomplish in successfully dealing with child care issues.

In December 1978, the Residential Solo Parent Program, another Job Corps success, was opened in Kent, Washington, in addition to the one Wayne operated in Lincoln. It was operated from December 1978 through August 1982, when it was forced to close for the same reason Wayne's was. That was loss of funding.

The significant feature of the program was that each of the Corps members assigned to the Center was accompanied by their dependent child.

Patricia Putkins, the Deputy Regional Director in the Seattle Office of Job Corps, says about the Kent project, "The program was a unique and successful effort that served the needs of an unserved population, i.e., young, single parents."

And this next statement is really important: As generally uneducated and unskilled AFDC recipients, these individuals were unable to participate in any type of training program that would enable them to have become employable.

In an evaluation of the Kent Solo Parent Program conducted for the U.S. Department of Labor, the following was highlighted on the subject of day care. This is an emotional subject for me, Mr. Chairman.

> Parents and staff gave evidence of a shared concern of the well-being of the children. An easy shift of control from staff to parent was apparent at days' end. Absent were any signs of clinging, crying or tantrums during the period of leaving one setting to go to another.
>
> From the clinicians' perspective, both parents and children had profited from the stable environment afforded by the day care center. Children were in a nurturing environment which may have broken a pattern of indifference passed down the family lines.

We need to provide on-site child care at selected Job Corps Centers that includes a holistic approach that relates to parent-child bonding, good parenting practices and skills, family life education, sexuality, values, goals, self-esteem, mental and physical health and a genuine concern for the growth and development of our Corps members and their offspring.

The Los Angeles Job Corps Center has been affiliated with the Kennedy Foundation for over a year. Many of our staff members have received intensive training in the "Community of Caring" concept and curriculum; parts of the curriculum have been integrated into our Health Education Program and is delivered mainly to both male and female students.

Our approach is to encourage staff to say to their students in words and actions: "You are of value to us; we care about you and respect what you face. We are not here to judge you, but to care for you and help you care for yourself, your child, and your family."

At our center, we have been stressing and talking more than ever about self-esteem, self-worth, values and caring. Our Corps members are listening. We had a 14-percent reduction in pregnancies for the first 6 months of 1987 compared to the same period in 1986.

Mr. Chairman, if Congress wants us to properly train and emancipate from welfare the at-risk young women in our target popula-

tion, Job Corps will have to provide programs that instill, fortify and deliver not just the obvious necessities for success, such as education and training and child care, but the intangible components of values, building self-esteem and caring.

We must engage in a holistic delivery system that allows our young women to see that there is light at the end of the tunnel. With day care centers and child development programs located on selected Job Corps Centers, we can impact the lives of our enrollees and their dependents in a way that gives them a head start in the right direction.

For 23 years, Job Corps has been the Federal Government's success story, as the program that has always served some of the hardest to serve. We now must provide an equally successful program for the ones we have failed: The hard core, uneducated, untrained, unemployed young women with children.

To do this, we must deliver to these young women a viable child care, child development program to support and educate them.

I would like to personally thank the chairman and this committee for its long-term support of not only the broad-based program of Job Corps, but the specific issue of child care. Thank you, sir.

[Prepared statement of David R. Maranville follows:]

PREPARED STATEMENT OF DAVID R. MARANVILLE, CENTER DIRECTOR, LOS ANGELES JOB CORPS CENTER, OPERATED BY THE Y.W.C.A. OF LOS ANGELES

Mr. Chairman and Members of the Committee, thank you for the opportunity to testify before you today. First I would like to acknowledge and thank this committee for your leadership and continuing interest; not only the broad based issues of Job Corps itself, but also special issues like the one we talk about today; the inadequate delivery of support services for our female population.

I am Dave Maranville, Center Director of the Los Angeles Job Corps Center, which has been operated by the YWCA of Los Angeles since 1965. Since 1978 I have served in the capacity of Center Director at five other Job Corps Centers across the United States.

In addition to the privilege of having been appointed by you as a special advisor to this subcommittee, I try to keep abreast of issues to youth and youth unemployment by being active with a number of organizations and agencies, including the following:

Director, Board of The Community of Caring, The Joseph P. Kennedy, Jr. Foundation, Washington, D.C.

Consultant, Los Angeles County Task Force on Teenage Pregnancy.

Member, Coordinating Council for Homeless Youth Services, Los Angeles, California.

Member, Adolescent Pregnancy Childwatch, Los Angeles County.

Member, GAIN (Greater Avenues for Independence) Program Board, Los Angeles County.

Member, East Los Angeles Interagency Committee.

Consultant, Mayor's Youth Leadership Council, City of Los Angeles.

Member, Ad-Hoc Committee, Problems of Placement of Infants with Mothers in Group Care, Los Angeles County.

Member, California Alliance Concerned with School Age Parents.

Member, National Black Child Development Institute.

Member, National Organization on Adolescent Pregnancy and Parenting.

Consultant, Los Angeles County Foster Parents Association.

Consultant, Los Angeles County, Department of Children's Services, Youth Unemployment and Emancipation.

Job Corps is unique among all government programs as it is the only residential education and training program that exists solely to serve hard core unemployed, undereducated at high risk youths. In over 20 years of operation, Job Corps has successfully helped over 2 million severely impoverished young people into productive employment, the military and further education. These young men and women have benefited from Job Corps participation; exchanging a life of joblessness, welfare de-

pendency and in some cases, jail cells for a life of responsibility, gainful employment and a feeling of self worth and value.

The YWCA operated Los Angeles Job Corps Center is one of many highly rated Job Corps Centers in the country. With over 735 students, it is the fifth largest Center and one of the oldest. The Center has the largest female and largest non-resident populations in Job Corps. The Center is uniquely set up with two residential facilities—one in downtown Los Angeles and one in Hollywood; and three non-resident satellites operating in critical areas of need in the community—East Los Angeles, South Central Los Angeles, and San Pedro. We have an extensive network offering 70 vocational trainings at 25 locations. From June 14, 1965, when the Los Angeles Center first opened its doors to June of this year, over 17,000 young people have come through the program. The positive placement rate for our center is 93%.

The Center has an ethnic distribution that demonstrates serving the needs of minority youth; 35% Black, 27% Hispanic, 27% Asian Pacific—over 90% minority youth.

In our population of 477 females and 285 male Corpsmembers we have many who are also parents of one or more children.

These are our statistics—in fact, they are statistics that prove a program that works and serves the purpose for which it was created. Yet, with all the successes, both nationally and in Los Angeles, a major problem exists that is warping the quality of the program and lessening the chances for many of our enrollees to succeed, particularly the young female trainee. The problem is the growing number of adolescent parents and the need for child care centers, support services and parenting education to be fully integrated into the Job Corps program; and adequate funding to pay for it.

Job Corps has had for a long time, difficulty recruiting, and retaining females, primarily because of the lack of available and appropriate child care services. Because Job Corps (with the exception of two centers) does not offer this critically important support service, many young women are systematically and discriminately excluded from obtaining the education and training they need to become employable, self-sufficient adults.

Many of our students come to us not only out of necessity, but also because of the increased motivation for personal growth and independence—independence from the quagmire of welfare, gangs, disruptive home lives and drugs.

Child care centers, those that are available, are often too costly for the poverty level parent and often are below standards. The waiting lists for affordable competent centers are long, with many having up to a 2 years wait.

Many of our Corpsmembers must rely on family members and friends for the care of their children. Family and home conditions frequently change due to illness, employment, personal problems, etc. Some home environments are unsuitable, with alcohol and other drugs being used or sold, emotional turmoil and inappropriate behavior existing. Yet, with no other option except to terminate from our program, the enrollee's child is left in these unhealthy surroundings. The result, more than occasionally, is child abuse, neglect, and emotional trauma with lasting effects on both parent and child.

Existing legislation within the welfare act stipulates that AFDC recipients lose welfare benefits when they go into the Job Corps program. Because of losing these benefits—families discourage their kids from enrolling in Job Corps.

Resident and non-resident Corpsmembers that have to deal with their child care concerns are continually stressed and despondent. Our counselors, instructors and trainers say that absenteeism, lack of concentration, fatigue, anxiety are typical of the Job Corps enrollees that do not have satisfactory child care plans and services. These students are frequently upset to the point that their own frustrations are released in abuse, anger and improper treatment toward their own children. They see themselves as failures and their self-esteem falls even more. They eventually drop out of Job Corps with another dream shattered. Our system has failed them but they say, "I have failed—again." These young people do not have to fail, nor do we have to allow them to fail. We can do something about the problem of child care and we can have a proper quality program that works and benefits the child and the adolescent parent.

The presentation we showed earlier of the San Jose Job Corps Center is an example of what one center has been able to accomplish in a successful deliberate dealing with child care issues.

In December, 1978, the Residential Solo Parent Program, another Job Corps success, in addition to the one Wayne operated in Lincoln was opened in Kent, Washington. It was operated from December 1978 through August, 1982 when it was forced to close for the same reason Wayne's was. That was loss of funding. The sig-

nificant feature of the program was that each of the Corpsmembers assigned to the Center was accompanied by their dependent child.

Patricia Putkins, the Deputy Regional Director, in the Seattle Office of Job Corps says about the Kent Project, "The program was a unique and successful effort that served the needs of an unserved population, i.e., young, single parents." And this next statement is really important: "As generally uneducated and unskilled AFDC recipients, these individuals were unable to participate in any type of training program that would enable them to have become employable."

In an evaluation of the Kent Solo Parent Program conducted for the U.S. Department of Labor, the following was highlighted on the subject of day care: This is an emotional subject for me, Mr. Chairman. "Parents and staff gave evidence of a shared concern over the well being of the children. An easy shift of control from staff to parent was apparent at days' end. Absent were any signs of clinging, crying or tantrums during the period of leaving one setting to go to another. From the clinicians' perspective, both parents and children had profited from the stable environment afforded by the day care center . . . Children were in a nurturing environment which may have broken a pattern of indifference passed down the family lines."

We need to provide on-site child care at selected Job Corps Centers that includes a holistic approach that relates to parent-child bonding, good parenting practices and skills, family life education, sexuality, values, goals, self-esteem, mental and physical health and a genuine concern for the growth and development of our Corpsmembers and their off-spring.

The Los Angeles Job Corps Center has been affiliated with the Kennedy foundation for over a year. Many of our staff members have received intensive training in the "Community of Caring" concept and curriculum; parts of the curriculum have been integrated into our Health Education Program and is delivered mainly to both male and female students.

Our approach is to encourage staff to say to their students in words and actions; "You are of value to us; we care about you and respect what you face. We are not here to judge you, but to care for you and help you care for yourself, your child, and your family."

At our center we have been stressing and talking more than ever, about self-esteem, self-worth, values and caring. Our Corpsmembers are listening. We had a 14% reduction in pregnancies for the first six (6) months of 1987 compared to the same period in 1986.

Mr. Chairman, if Congress wants us to properly train and emancipate from welfare the at risk young women in our target population, Job Corps will have to provide programs that instill, fortify and deliver not just the obvious necessities for success, such as education and training and child care but the intangible components of values, building self-esteen and caring. We must engage in an holistic delivery system that allows our young women to see that there *is* light at the end of the tunnel. With day care centers and child development programs located on selected Job Corps Centers we can impact the lives of our enrollees and their dependents in a way that gives them a head start in the right direction.

Job Corps has been the federal governments success story—as the program that has always served some of the hardest to serve. We now must provide an equally successful program for the ones we have failed—the hard core, uneducated, untrained, unemployed young women with children. To do this, we must deliver to these young women a viable child care, child development program to support and educate them.

Mr. MARTINEZ. Thank you, Mr. Maranville.

Mr. Doran.

Mr. DORAN. Mr. Chairman, members of the committee, thank you for granting me the opportunity to address one of the major needs of an otherwise excellent program, the Job Corps.

I come before this subcommittee as the Center Director of the Pittsburgh Job Corps Center. Our Center normally operates with over 500 Corps members, of which 325 of these are female. Many of our females do have children, and it is this reality that has created many of the situations discussed by the other panel members.

I am not known regularly as an alarmist or a reactionary by my associates. As such, the vignettes that I am about to recount are not geared to shock; rather to point out that we are, in fact, dealing with issues that truly are life and death.

The reasons the need for day care in Pittsburgh became apparent were unfortunately tragic in nature. Two years ago, the child of one of our female enrollees was brutally murdered by the young lady's live-in boyfriend, the day care provider.

This occurred while the student was in class learning the skills necessary to privately support both her and her child. A year later, another of our female student's child was physically abused by her "babysitter." The child has permanent physical scars, but probably more important, as the research has proven, will have psychological scars for the rest of his life.

These events led our Center to begin a two-pronged effort to see that these tragedies never happen again. First, we did begin a parenting skills program for our students. Second, we began a search for funding to provide on-site day care for our non-residential students who have children. We have made headway in both these efforts, but we need your help if we are going to reach our goals.

If the chairman has no objection, I would like to allot the remainder of my time to Mrs. Joan Lanz, Director of Community Services of the Parent and Child Guidance Center in Pittsburgh. Mrs. Lanz is a recognized expert in the field of child development and will offer a more objective perspective on the critical need for child care in Job Corps, both in Pittsburgh and nationwide.

[Prepared statement of Vincent F. Doran follows:]

PREPARED STATEMENT OF VINCENT F. DORAN, CENTER DIRECTOR, PITTSBURGH JOB CORPS CENTER

Mr. Chairman, members of the Committee, thank you for granting me the opportunity to address one of the major needs of an otherwise excellent program—the Job Corps. I come before this Subcommittee as the Center Director of the Pittsburgh Job Corps Center. Our Center normally operates with over 500 corpsmembers of which 325 of these students are female. Many of our females do have children, and it is this reality that has created many of the situations discussed by the other panel members:

(1) Our female non-residential students do extremely well during their first 90 days in the program. However, due to the loss of child care for their dependents, this same group of female students has the highest drop-out rate of all of our components;

(2) Our excused and unexcused class absence rate among female non-residential students is 5-6 times higher than other components. The primary reason for the difference is again related to the lack of consistent, supportive child care services;

(3) A large number of potential students, usually female, are refused access to the Job Corps program because they cannot find adequate child care in their home communities; and

(4) A large number of eligible individuals never apply for entry because they feel trapped in an endless cycle of poverty.

I am not known regularly as an alarmist or a reactionary by my associates. As such, the vignettes that I am about to recount are not geared to shock; rather to point out that we are in fact dealing with issues that truly are life and death. The reasons are the need for day care in Pittsburgh became apparent were unfortunately tragic in nature. Two years ago the child of one of our female enrollees was brutally murdered by the young lady's live-in boy-friend, the day care provider. This occurred while the student was in class learning the skills necessary to privately support both herself and her child. A year later another of our female student's child was physically abused by her "babysitter". The child has permanent physical scars but probably more important, as the research has proven, will have psychological scars for the rest of his life.

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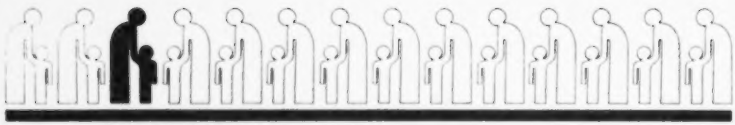


Parent and Child Guidance Center
(Helping Families Thrive)

300 Mt. Lebanon Blvd., Suite 302
Pittsburgh, PA 15234 - 412/343-7166

The 1985 Allegheny County United Way Environmental Scan (excerpts only--Addenda A, B and C) was clear that one of the leading problems in the Greater Pittsburgh area is adolescent pregnancy and parenting which usually means that young women drop out of school, subsequently receive Public Assistance, rarely receive any additional training and frequently have more children. The children are largely unstimulated, develop poorly and frequently repeat the behavior of the parent.

In late 1985 the Allegheny County United Way convened a Task Force on Adolescent Pregnancy and Parenting (TAP). The Executive Summary of TAP (addenda D and E) indicates that teenage pregnancy and parenthood present a severe problem in Allegheny County. In 1983:

-One out of every ten live births in the county was to an adolescent mother.

-4,500 women under the age of 20 became pregnant; 1,758 gave birth; 38 were to adolescents under 15.

-69% of these births were out-of-wedlock.

-Over the past 10 years, there has been a 155% rise in out-of-wedlock births to white teens; the percentage in the black community exceeds 90%.

The TAP summary further indicates that:

-adolescent pregnancy knows no geographic, racial or economic boundaries and

-there are serious concerns focused on health risks, particularly for young teenage mothers and their infants, and on the social and economic consequences--both personal and public--which include lost educational opportunities, long-term poverty and welfare dependency. The estimated seventeen year public support costs for teenage births in 1983 in Allegheny County alone are estimated at a staggering 89 million dollars.

TAP suggests that gaps and weaknesses occur in each of three identified tiers in the service network including:

-prevention

-improving pregnancy outcomes

-self-sufficiency.

TAP recommendations in self-sufficiency tier (Addendum F) specifically emphasize the need for both job training and the expansion of accessible, subsidized day care services particularly in terms of slots for infants.

The way subsidized day care is accessed and utilized is a constant source of frustration for parents, providers and public assistance workers alike. The problems parents experience include:

-locating accessible slots for appropriate age ranges

-working their way through a system which requires a greater level of sophistication than they possess

-learning to trust both persons and places which are unfamiliar

-being the "youngest" mother served by a given site thus making the parent feel different and somewhat alienated.

Eligibility for subsidized day care often depends on whether or not a family member is available to provide the care. An available grandparent is often pressed into service and problems ensue including:

-children cared for by the same adults who raised their parents have no opportunity to maximize their development beyond the level achieved by the parents themselves--thus perpetuating the cycle.

-conflict between caretaker and parent about child-rearing practices and strategies interferes in intergenerational interaction.

-resentment on the part of the young parent who often sees the caretaker "giving" to the grandchild in ways he/she never gave to the parent awakens feelings of having been cheated.

-sadness occurs on the part of the young parent who is suddenly separated from the community in which she was raised as well as from her child.

-resentment occurs on the part of the caretaker who perceives caring for the child as an intrusion on her life-style and her energy.

In addition to the foregoing problems, child-care provided by the "family/community" of orientation creates a dependency on that family/community which cannot be broken by training parents to achieve economic independence only.

Those of us who are confronted on a daily basis by poor, untrained single parents experience and empathize with their sense of being caught in the poverty cycle. A fact sheet provided by the Center for Population Options (Addendum G) clearly depicts the circumstances responsible for the dilemma characterized by young, single mothers who are concerned about training, child care, transportation and medical care for themselves and their children.

Availability of child care would clearly be an asset in the recruiting process for Job Corps since it will enable recruiters to access the pregnant teen; however, in order to make some permanent changes in attitude, parenting skill and life plans, it should include as well a range of human development services for both parents and children including:

-education for parents in the areas of assertiveness, communication skills, decision making and goal setting skills.

-education and training of parents in child development and child-rearing skills and strategies.

-in-depth developmental assessments of each child.

-prescriptive developmental activities for each child with a goal of Kindergarten readiness at an appropriate age.

-knowledge of and referral to additional community resources particularly those providing physical and mental health services for children.

The cost of providing a range of human development services will escalate child-care costs by approximately 25%; however, the developmental aspect of the program is the area that held some attraction for local funding sources.

Not only does availability of child care immediately make Job Corps a more attractive referral source for those agencies serving pregnant teens, but the addition of Child Care Services opens the possibility of linkages with local colleges and universities whose curricula include programs in child development, child care and/or early childhood education. A model child care center can become a model training center for professionals from a number of allied disciplines.

Child care services should begin on a small scale...adding spaces as the population materializes. Time will be required to develop trust in a child-care site away from the home community; therefore, a pilot program should extend across three to five years in order to assess its effectiveness. To balance the population some slots should be open--at full user cost--to employees of Job Corps and to the local community.

In conclusion, it seems that two issues surface in considering the challenge of adding human development services to the Job Corps program:

1. Can a creative way be found to access existing day care subsidies for that portion of the program; can that access be accomplished within the level of sophistication of the target population or would new monies be required?

2. What behavioral goals and program criteria need to be developed to assure a program that makes a difference in the life of both parent and child rather than providing merely the respite of child care for a few hours to pursue programming.

The Board of Directors, Administration and Staff of Parent and Child Guidance Center have confidence in the Committee's ability to determine the appropriate course of action to benefit the Job Corps program and the individual Corps-member as well; further, they appreciate the concern and the ongoing dedication of the Committee to the cause of healthy growth and development of children.

Social Trends

of dislocated workers will be complete. In other words, there is a good possibility that many older, less skilled workers who lose positions in durable manufacturing industries will never work again.

Unemployment and dislocation may have created greater demands for food, shelter, heat and light among persons and households who were previously self-supporting. Estimates of homelessness suggest that perhaps as many as 1,000 people are homeless each night in the SMSA.

FIGURE 28
Pennsylvania Suicide Trends
Teens and Young Adults

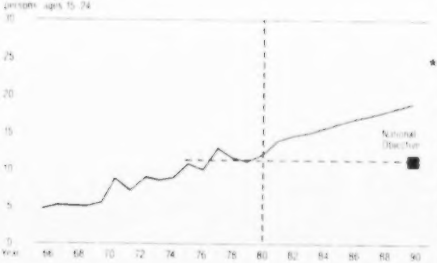
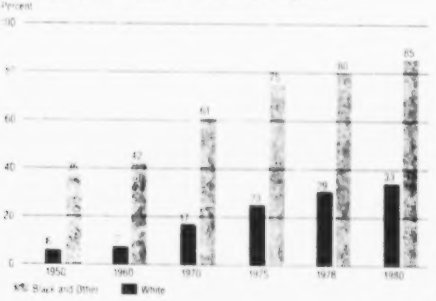


FIGURE 29
Unwed Teenage Mothers as Percent of Total (15–19 years)



over a dozen soup kitchens have opened or almost overnight in Allegheny County alone. Poverty rates are up and crime rates have risen in an area previously noted for its relatively low incidence of both. In general, the region enjoys a very low crime rate, as do many sections of the state. However, Allegheny County's crime index is well above the state average.

Within households, parents and children have had to adjust to the unemployment of the "primary" wage earner. In many instances, wives have entered the work force for the first time in many years. This social transformation of the local household has created other externalities: family discord and occasionally violence, higher rates of alcoholism and drug abuse, depression and despair.

Teens

The teenage population is expected to decrease significantly by most estimates (−27 to −33%). However, the problems facing this population are considerable. Of particular concern is the prevalence of unemployment among teenagers. Integrating adolescents into society is an age-old challenge; it is even more of a challenge when the necessary employment infrastructure is missing. Young adults represent the group with the highest percentage of change in poverty during the period 1979–82 (5.8%). Locally, youth unemployment in the Pittsburgh SMSA is 25.8% for 16-19 year olds and 20.6% for youth 20-21. This is in contrast to a general rate of 14.3%. For black youth, rates are considerably higher.

In 1983, only 45% of black males aged 16-21 who were out of school were employed; this compares with a 73% rate for white males. Over the past two decades, the situation for black youth has worsened. The problem is most serious for youth who have no employed persons in their households, whose families are on welfare, and who regard the "underground economy" as an option.

Whether employment-related or not, the high rates of teenage suicide and pregnancy present further obstacles to integration. In this country, 50% of all AFDC mothers are teenage mothers. Among minority youth the problem is even more dramatic. Black teenagers have a pregnancy rate five times that of white teenagers.

However, few area nonprofits focus on serving youth. In fact, only 25 out of 320 agencies surveyed by the HWPA/Urban Institute study focused on serving youth to any extent and only 1% of state social services block grant monies are earmarked for youth.

FIGURE 30
Client Groups Served by Pittsburgh SMSA Nonprofits, 1982

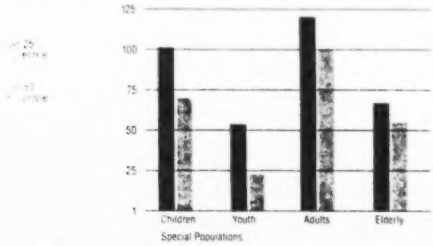


FIGURE 31
Title XX Funding by Program Area, 1964–1985

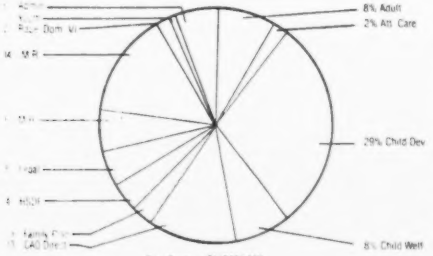
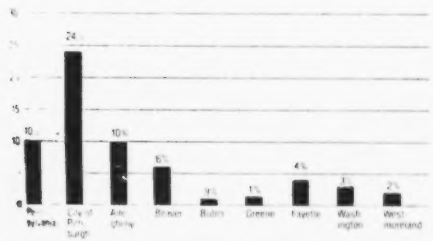


FIGURE 32
County Minority Populations, 1980



Births

Nationally, the number of births is on the rise, beginning in 1975 and projected to peak in 1990. However, local birth rates are somewhat lower. Nationally, children under the age of nine will represent about 14% of the population by 1990; local estimates suggest that they will represent less than 10%. During the period 1980–84, births were up in Fayette, Westmoreland, Butler and Allegheny County—excluding the City. Births were down in the City of Pittsburgh, in Beaver, Greene and Washington Counties.

The birth rate remains highest among minorities in the Pittsburgh area and nationally. Locally, minorities are concentrated in central cities; by 1990, Blacks will represent well over 25% of the City of Pittsburgh. In the SMSA, Blacks represent a significantly smaller percentage of the population. However, between 1980 and 1990, forecasters expect the minority population in the Pittsburgh SMSA to grow by 10-11%.

Most alarming is the infant mortality rate among Blacks; in the City of Pittsburgh, 1982 rates reached 29.7—the highest in the nation. Comparable rates for white babies were 10.1.

The region has very few minorities other than black Americans. Problems remain of integrating minorities into our communities—both economically and geographically. Nationally and locally, minorities represent higher proportions of persons below poverty level.

National and local figures suggest a growing number of single parents, many of them separated or divorced. In this region, single, divorced and separated persons represent higher portions of the population in urban areas. Unfortunately, there are more black children in single-parent homes, and these families tend to have lower median incomes than married-couple families and to experience higher rates of poverty. The recent recession witnessed less vigorous promotion of affirmative action than previous years, and there is no reason to expect a reversal of this trend. Promoting positive futures for black infants and youth remains a growing problem of increasing magnitude.

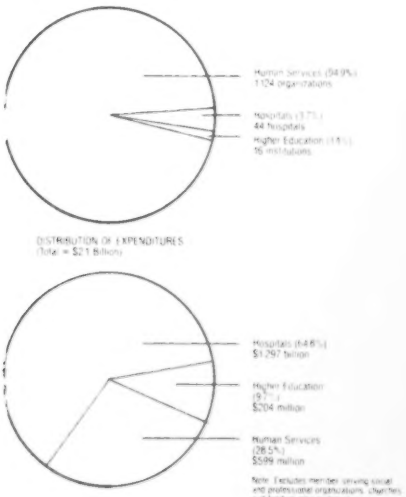
Attitudes and Style

Pittsburgh has been characterized as a conservative and traditional area. A recent market survey by Leigh Stowell and Co. for KDKA-TV suggested that 58% of the city's households are traditional, home- and neighborhood-oriented, and family loving.

Among other characteristics, Pittsburghers are noted for their "stay put" preferences. In 1980, 80% of all residents were natives of the state.

Social Trends

FIGURE 33
Pittsburgh Nonprofit Sector, 1982



Indeed, among 37 of the largest metropolitan areas, Pittsburgh has the highest number of native residents. Of course, the area also experiences relatively little immigration. The University of Pittsburgh's Center for Social and Urban Research recently completed a public opinion survey of 1,767 local households. Among respondents, 33% were living in the neighborhood in which they had grown up; 65% have no plans to move in the next few years; and 75% were very satisfied with their neighborhood in every way.

Indeed, Pittsburgh's neighborhoods are an important element in the general local quality of life, which is considered very high. Neighborhood organizations are alive and active, and community activities are well attended.

Concerns exist as to the future of these organizations. Community services monies are an explicit target of intended cutbacks, and economic development funds — most of which come from the federal government — are also precarious. As a further complication, many of Pittsburgh's neighborhoods are old and deteriorated and in need of basic services. The City Planning Department of Pittsburgh has identified at least six neighborhoods that require heavy infusions of aid and another 18 with serious signs of deterioration.

CONCLUSION

In general, the Pittsburgh region's population is older, less well educated, more "settled," and better housed than average. Median incomes in Allegheny County are high and cost of living is relatively low. The population is not as poor and not as diversified racially as other large urban areas.

The most notable social problem is unemployment. Within this context of job insecurity for many and a diminishing social welfare safety net, the population must cope with problems common to many communities: frail elderly, single-parent families, teenage pregnancy/substance abuse/suicide, hunger and homelessness, mental and physical illness.

A major issue is: who will pay for care and treatment of these problems? Will the supply of new jobs meet the demands for employment within the next few years? If not, who will pay for services for the unemployed and their families? Clues exist: public funds are diminishing, private charitable contributions increase. However, a major source of new resources may be third-party reimbursements by health insurers. The next section considers the critical issue of trends in health care.

Addendum "D"

EXECUTIVE SUMMARY

Teenage pregnancy and parenthood present a severe problem in Allegheny County. In 1983:

- One out of every ten live births in the county was to an adolescent mother.
- 4,500 women under the age of 20 became pregnant; 1,758 gave birth; 38 were to adolescents under 15.
- 69% of these births were out-of-wedlock.
- Over the past 10 years, there has been a 155% rise in out-of-wedlock births to white teens; the percentage in the black community exceeds 90%.

Adolescent pregnancy knows no geographic, racial or economic boundaries. Of the teenage births in 1983:

- White teenage mothers accounted for 1,068; non-whites for 689.
- Adolescent births in the City of Pittsburgh are concentrated in seven "high risk" wards and three county municipalities. However, new data on the number of births and birth rates developed for the task force indicate that the problem is widely distributed throughout the county and includes such diverse communities as McKeesport, Penn Hills, Plum, Bethel Park, Monroeville, Neville, Moon, and Clairton.

Concerns focus on the health risks, particularly for young teenage mothers and their infants, and on the social and economic consequences—both personal and public—which include lost educational opportunities, longterm poverty and welfare dependency.

- The public costs to Allegheny County of teenage pregnancies and births for the year 1983 are estimated at over $8 million; the estimated 17 year public support costs are almost $89 million.

To address the problems of teenage pregnancy and parenting, this Task Force on Adolescent Pregnancy and Parenting (TAP) report develops a Three Tier **Self-Sufficiency Model** which focuses on strategies at the three key intervention points: Tier I-Prevention; Tier II-Improving Pregnancy Outcomes; Tier III-Self-Sufficiency Supports.

To determine how closely our actual service network approximates that of the comprehensive model, the task force surveyed the existing services in Allegheny County for pregnant and parenting teens. Gaps and weaknesses in each tier that were identified in the service network include:

TIER I: PREVENTION. Programs and key services limited.

- Relatively few programs currently exist to help teens develop self-esteem, set life goals or make responsible decisions. Little is being done in the areas of prevention education, family life and human sexuality by parent groups, churches, youth serving agencies or the schools in the city of Pittsburgh and in Allegheny County.

- Males are an underserved population. Only nine programs related to responsible sexual activities and parenting for adolescent males are in operation in the county.
- Gaps in the service network exist between organizations providing birth control services and those providing prenatal and post partum care; little effort is directed to helping teens avoid second pregnancies.
- Few programs for teens are adolescent-appropriate; outreach efforts are limited and being cut back.

TIER II: IMPROVING PREGNANCY OUTCOMES. Lack of services integration.

- Linkages and coordination are lacking, particularly in terms of referrals and formal case management responsibility.
- There are few formal mechanisms to ensure that a needy teenager receives the entire continuum of services and does not "get lost" between agencies.
- Prenatal care is concentrated in four city hospitals.
- There is little decentralization of services in "high risk" areas.

TIER III: SELF-SUFFICIENCY. Serious absence of programs to avoid welfare dependency.

- A major gap in the service network occurs in self-sufficiency programs and supports after childbirth. Teens tend to drop out of the employment and educational systems and there is little outreach to retain them or to bring them back.
- Job or vocational training and day care services which would help teen parents complete their education and develop employment skills are offered by very few agencies; forthcoming state and federal budget cuts will further weaken these services which are essential to help "resource poor" teens avoid dependency.

In light of these findings TAP, representing over 45 community organizations, agencies and individuals, has developed the following recommendations. A major concern of the task force is to present a full range of programs and activities for all segments of the community, taking into account different values, ideas and approaches. The main goal is to make families stronger and to maximize the chances for our children to become self-sufficient members of our society. The task force urges individuals and organizations in the community who are concerned with the problem of adolescent pregnancy and parenting to select specific recommendations for support and implementation. It is hoped that the work of the task force will encourage a coordinated community effort to address the complex problems presented by teenage pregnancy and parenthood in Allegheny County.

Addendum "F"

Task Force on Adolescent Pregnancy and Parenting

Recommendations

Self-Sufficiency

Parenting Programs

1. Identify and modify aspects of the public welfare system that are obstacles to self-sufficiency:

   -set up educational sessions with Department of Public Welfare representatives, TAP, service providers and clients to outline provisions of public welfare that are positive supports to pregnant/parenting teens and those that obstruct the goals of self-sufficiency.

   -encourage local government and service providers to lobby for revision or reform of those provisions that encourage dependency and inhibit the motivation to achieve real self-sufficiency.

2. Focus job training for single parents (both male and female) on practical careers for which there is a high probability of placement:

   -limit training options in JTPA and vo-tech program to options that have a high probability of placement in the local market.

   -encourage local economic development to bring jobs into the area that are full-time, permanent and offer benefits.

3. Expand and make more accessible subsidized day care services:

   -assess the needs and identify communities that lack infant and/or preschool day care in the county.

   -subsidize the development of new day care provider in communities with need.

   -establish on-site day care for staff and students at high schools and vo-tech schools as an incentive to continuing education and as an experiential component of a parent education curriculum.

4. Establish mechanisms to help motivate pregnant and parenting teens to utilize existing services:

   -initiate mentor programs that pair teens with adult volunteers to overcome resistance to the formal service system and offer role modeling (fraternities and sororities).

   -develop services by private and public agencies (schools, public assistance programs) that serve pregnant/parenting teens:

   -focus on self-esteem.
   -stimulate peer motivation through support groups.
   -involve the families of pregnant/parenting teens in available service.

5. Job placement for pregnant and parenting teens.

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Addendum "G"

The Facts

TEENAGE CHILDBEARING, EDUCATION, AND EMPLOYMENT

Overview

Teenage pregnancy has dire consequences for the economic future of the teenager and her family. Teenage mothers frequently fail to complete their education and this, in turn, leads to employment in low paying positions, unemployment, and/or reliance on public support.

The Impact of Teenage Childbearing on the Completion of Education

- Only 7.9% of high school women who do not marry or have a child drop out of school. In comparison, 25% of unmarried mothers drop out, as do three quarters of high school women who both marry and have a child.[1]
- Pregnancy and marriage are major reasons young women give for dropping out of school. In a survey of women who had dropped out of high school, 31% cited marriage or plans to marry as their reason and 25% cited pregnancy.[2]
- Teen women with poor basic academic skills are 2.5 times as likely to become mothers as those with average skills. Teen men with poor skills are 3 times more likely to be fathers as those with average skills.[3]
- Of those women who become mothers before the age of 20, less than 2% complete college; compared to 20% of those who wait until age 24 to have their first child.[4]
- Men who become fathers in their teens are only half as likely to complete college as those who put off fatherhood until their 20s.[5]

The Impact of Teenage Childbearing on Employment and Income

- Disadvantaged young women, whether black, white, or Hispanic, are three to four times more likely to become unwed mothers than are non-poor teens.[6]
- Women who have their first baby as a teenager have lower- status occupations, accumulate less work experience, receive lower hourly wages and earn less annually than women who postpone childbearing.[7]
- Teenage mothers earn about half of the income of those who first give birth in their 20s.[5]
- Fifty-four percent of 24-year-old women who gave birth at age 17 or younger are classified as being of low socioeconomic status compared to 33% of those who had babies between the ages of 21 and 23.[5]
- Of all families with children aged five or younger headed by mothers who have given birth as teenagers, 67% are living below the officially designated poverty level.[5]
- The cycle of poverty is influenced by fertility patterns; the children of teenage parents are more likely to become teenage parents themselves than are the children of parents who are older at first birth. There were nearly 1.3 million young children living with teenage parents in 1981.[5]

The Impact of Teenage Childbearing on Public Costs

- In 1985, about 53% of the $15.69 billion in AFDC payments went to families in which the woman had given birth as a teenager.[5]
- In 1981, 25% of teenage mothers were receiving AFDC payments.[5]
- [illegible] the percent of AFDC recipients under age 20 had their first child in their teens.[5]
- In 1985, the United States spent $16.65 billion dollars on families that were begun when the mother was a teenager. The families that were begun by first births to teenagers in 1985 will cost the United States $5.2 billion by the time the babies become 20 years old.[5]

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Mr. MARTINEZ. Where is Mrs. Lanz? Would somebody provide her with a chair up here?

Ms. LANZ. Thank you, Mr. Chairman.

I do appreciate this opportunity to append my comments to Mr. Doran's. In the parent education programs that Parent and Child Guidance offered to Job Corps members, it became clear that many children were being placed in inadequate, often dangerous settings, and Job Corps member parents were both preoccupied by concern for their children and in conflict with their caretakers.

That concern and conflict often prevented him or her, usually her, from completing the program. You already know the statistics concerning how many unmarried adolescents will bear children in 1987. Congressman Hoyer alluded to a dramatic increase, and that number.

In the Allegheny County area, there has been over the last three years a 90-percent increase in adolescent pregnancy among young black women, and about a 55-percent increase in adolescent pregnancy among young white women.

We are not unique in the Pittsburgh area. We are fairly typical of metropolitan centers across the country. Adolescent pregnancy and parenting usually means that young women drop out of school, subsequently receive public assistance, rarely receive additional training, and frequently have more children.

The children are often low birth weight infants, are largely unstimulated. They develop poorly, and they frequently repeat the behavior of the parent. For potential Job Corps members, there are some day care slots available.

In the Pittsburgh area, Congressman Owens alluded to Title XX slots. In the Pittsburgh area, as late as yesterday, there are 1938 subsidized Title XX slots. Every one of them was filled, and we have 60 families on waiting lists waiting for those slots as well.

In addition to that, there is a willful shortage for slots for infants in particular, not just in Pittsburgh, but across the country. Establishing one's eligibility for day care funds and legislating accessible settings requires a level of sophistication that the target population of Job Corps at that particular moment in their development really doesn't have, and accessibility is such an important issue.

Accessibility, both of child care for the training site, and accessibility of parent-to-child in order that bonding can occur. Separations are developmental crises for children, but it is also a crisis in adolescent development, and making it possible for adolescent parents to bring their children to a competent, caring setting on the Job Corps site will enhance the appeal of the Job Corps Program for adolescent single mothers, and it will further permit young mothers to separate in healthy ways from the dependency they have experienced on communities that make it difficult for them to escape the cycle of poverty.

Simple child care will not meet the unique needs of the Job Corps member parent. A human development program is needed that would include individual assessments of each and every child and prescribe developmental activities for each child, and education and training for parents, and child development, child care and child management.

I can't tell you more about what a child care site should look like than the film from San Jose told you. It is indeed a model site. I applaud that kind of site. I applaud Dr. Baker's comments about the need for additional slots in child care.

I applaud the members of the committee who came here probably looking at making it possible to recruit female students for Job Corps but who are indeed inadvertently paying an inordinate amount of attention to children's needs, and Parent-Child Guidance Center certainly applauds that effort.

Thank you.

[Prepared statement of Joan Lanz follows:]

PREPARED STATEMENT OF JOAN LANZ, DIRECTOR OF COMMUNITY SERVICES, PARENT AND CHILD GUIDANCE CENTER, PITTSBURGH, PA

In the parent education program that Parent and Child Guidance Center offered to Job Corpsmembers it became clear that many children were being placed in inadequate, often dangerous settings and Job Corpsmember parents were both preoccupied by concern for their children and in conflict with caretakers. That concern and conflict often prevented him or her from completing the program.

Nationally one million unmarried adolescents will become pregnant in 1987. 500,000 of these young women will bear their children and the majority of them will keep and raise those children.

The 1985 Allegheny County United Way Environmental Scan was clear that in seven counties surrounding the Greater Pittsburgh area one leading problem is adolescent pregnancy and parenting which usually means that young women drop out of school, subsequently receive public assistance, rarely receive additional training and frequently have more children. The children are often low birthweight infants; who are largely unstimulated, who develop poorly and who frequently repeat the behavior of the parent. Pgh is not unique; The same pattern is repeated in every major metropolitan area. Most of the half-million adolescents who have babies in 1984 are potential Job Corpsmembers. Although there are some day care slots available to single mothers in training programs, more babies are being born than the number of slots being vacated; further, there is a woeful shortage of slots for infants in particular. Establishing one's eligibility for day care funds and locating accessible settings requires a level of sophistication usually beyond the Job Corps target population.

Simple Day Care will not meet the unique need of the Job Corpsmember parent. The Child Care program needs to include individual assessments and prescribed developmental activities for each child and education and training for parents in Child Development, Child Care and Child Management Strategies.

Separation is a developmental crisis for young children but it is also a crisis for adolescents. Making it possible for adolescent parents to bring their children to a competent, caring setting on the Job Corps site will enhance the appeal of the Job Corps program for adolescent, single mothers.

The availability of competent day care will encourage agencies serving pregnant adolescents to refer them to Job Corps programs and a carefully conceived program will open countless opportunities for linkage between Job Corps, local colleges and universities, and local foundation funding sources.

Additional information and documentation for my remarks can be found appended to Mr. Doran's testimony.

I would like to thank the members of the committee for permitting me to add these comments from the perspective of the preventive arm of children's services. The Board of Directors, the Executive Director, the staff of Parent and Child Guidance Center, I personally—and many children—some yet unborn—appreciate the concern you are showing for children's needs.

Mr. MARTINEZ. Thank you, Mrs. Lanz.

Ms. Mason.

Ms. MASON. Mr. Chairman, I would like to thank you and the members of the subcommittee for inviting me here to speak to you on providing child care for Job Corps enrollees.

For the record, my name is Bernardine Mason. I am Region III Representative of the Job Corps Alumni Association, headquartered here in Washington, DC, administrated by JACS, Joint Action in Community Service.

Over 20 years ago, I graduated from Keystone Job Corps Center in Drums, Pennsylvania. After graduating from high school, for the past several years I have been employed as a teacher's aide at the New Era Day Care Center in Baltimore, Maryland.

For summarizing the points mentioned before, my testimony, I would like to stress that I feel that—I feel—I am nervous, I am sorry.

Mr. MARTINEZ. Don't worry about it. We are all nervous, actually.

Ms. MASON. I feel that to supply child care for Job Corps enrollees is a very important fact. As being a Job Corps woman at the time in the sixties, I was associated with the corps of women living on the Center, and there we communicated the need for communicating with our children, at home and seeing them.

Unfortunately, I was a Corps woman without child. Although while there, some of my friends related to me how they felt, and with that, we created a slogan, "Abandon your child for training in any government program." This meant leaving your child behind while going off to school to obtain some training.

Therefore, the needs are to provide—my God, I am falling apart.

Mr. MARTINEZ. That is all right; take your time, if you are lost. Mr. Maranville had to stop and drink water, because he was getting emotional.

Ms. MASON. Well, I am not a speaker. To attract more females in the Job Corps Program, there must be child care, and therefore, we have to fill the need to leave our children behind, and with doing this, they have to be taken care of properly, properly fed, clothing and with some type of guidance.

As a mother of children who started out working with young children, I know this need. For example, my daughter was left with a neighbor. I got home from work, she had been hit in the eye by the neighbor's dog, which left a very bad scar.

Mr. MARTINEZ. That is all right; go ahead. Say what is on your mind. That is what we want here.

Ms. MASON. And the last, past few years, I had a young lady living with me who went to Job Corps, and it seems as though the concerns were still the same. Her friends would come home with her on the weekends and so forth to visit their children, and one of the young ladies left her child with her grandmother, which was real nice, but at the end of her Job Corps stay, the grandmother demanded to keep the child, and went to court—to prove that her granddaughter provided no income for this child.

Her Grandmother got custody of the child, because she came out of Job Corps with no job and no means to provide within the transition of obtaining permanent employment. Well, after a few years,

she was able to get her child back, but that is the type of thing that the females are facing, along with no one left at home.

No more grandmothers and great aunts in the home to provide for these children. Females are remaining in the job market much longer than what they used to, and the young lady that I spoke about that lived with me, I consider her my daughter, who now has a child, and she calls me the child's grandmother.

I do not plan to give up my job to stay home to watch another child, yet I work at a day care center, and I have owned and operated the family day care center, also along with I own and operate a photograph center, so this means I have a career to go on to provide things for my minor children, and these are the concerns of the females.

We need to have a bond with our children as they grow. The bond takes place between the ages of 0 years and 5 years, is irreversible, very tight. Once that bond is there, the mother can relate to the type of service that a child care center provides for a child.

It nurtures the whole thing, not only food and a clean place to play, but it creates a learning environment and stimulates the mind for this child to want to go on.

As the child, through its mother, is learning and going forward through life, this child will relate to that and want to go on. As you know, a high school dropout or person on welfare with no goals in life relates this to their children, and after graduating from Job Corps, I had goals and dreams, and I was able to relate that to my two daughters and to the young women who came to live with me who I persuaded to go into Job Corps, who is now employed and doing well.

Thank you.

[Prepared statement of Bernardine Mason follows:]

PREPARED STATEMENT OF BERNARDINE MASON, BALTIMORE, MD, REGION 3 REPRESENTATIVE, NATIONAL JOB CORPS ALUMNI ASSOCIATION

Mr. Chairman, I would like to thank you and the members of the Subcommittee on Employment Opportunities for giving me this opportunity to testify on behalf of the need to provide child care services to female enrollees in the Job Corps program. I am here representing the National Job Corps Alumni Association, a membership organization of more than 20,000 former Job Corpsmembers, headquartered in Washington, D.C. where it is administered by Joint Action in Community Service, Inc. (JACS).

Over twenty years ago I graduated from the Keystone Job Corps Center in Drums, Pennsylvania after graduating from high school. While in Job Corps I studied keypunch, nursing assistant and dress-making. Since leaving Job Corps I have worked as a hospital ward clerk, owned and operated a family day care center, owned a photo studio in Baltimore and for the past several years I have been employed as a teacher's aide at New Era Day Care Center in Baltimore, Maryland.

Although I feel that the present supply of child care facilities is inadequate for our general society, the lack is especially serious for low-income families and absolutely critical for teenage parents who are high school-dropouts, youth seeking training or enrolled in government programs such as Job Corps. Therefore, given my background and experience, I will testify on:

(1) The impact which the lack of available child care services to enrollees has on the recruitment of enough female enrollees to meet the legislative mandate of 50% female enrollees;

(2) The effect child care has on the retention of female enrollees in the Job Corps Program; and

(3) The benefits of parent and child remaining together during the parents Job Corps tenure.

I am aware that the problem of recruiting females for the Job Corps program has been of grave concern to recruiters for some time now. In my position as the Region 3 Representative of the National Job Corps Alumni Association, I have had the opportunity to participate in recruiters and screeners conferences, speak before graduation classes of Job Corpsmembers and counsel Job Corps enrollees at special assemblies or orientations on Job Corps centers. I also work closely with members of the Secretariat staff of the National Job Corps Alumni Association who respond to youth calling on a national toll-free line to inquire about the opportunities available through the Job Corps program.

As you well know, the Job Corps program is one of total human renewal designed to break the cycle of poverty by removing disadvantaged young people from their disintegrating communities and placing them in residential training centers. Once in the program, the enrollees receives intensive and individualized vocational, educational, and social skills training to prepare them for permanent employment. Although the Job Corps program is the answer for many young people, there have been numerous young females calling in on the NJCAA toll-free wats line seeking information on whether they can bring their child or children along and asking advice on how their children can be cared for while they are trying to learn a skill to prepare them to return to their children and take care of them. Once the young mother learns that she cannot bring her child with her and that it is her responsibility to find someone to care for the child, in most cases the young lady decides against joining the Job Corps program.

Recognizing the concerns of many potential female recruits and of the female Corpsmembers relating to their children left behind, two years ago I asked the national director of Job Corps about the possibility of offering child care provisions on Job Corps centers. I would like to think that this hearing today is a result of my inquiry.

I read in the June 1987 issue of Youth Policy some startling statistics on American children in poverty: 500,000 children are born annually to U.S. teenagers; 40% of female high school drop-outs are pregnant or getting married; females with poor basic skills are five times more likely to become pregnant before they turn 16 than those with average skills; one child in four is born in poverty; one in every five will spend its yough in poverty; nearly 40% of all single-parent, female-headed households lived in poverty in 1986; and between 1975 and 1985, the number of single-parent, female-headed families increased from 2.4 million to 3.4 million.

Inasmuch as the Job Corps program is designed to attract poverty stricken youth and statistics are reflecting more and more youth are having children, these statistics served to reinforce my observations that the cycle of poverty will continue, the age level of mothers may continue to decline, and the youth who really need to benefit from programs such as Job Corps will be forced not to participate because of their inability to find sufficient child care for their children.

It seems clear to me that the answer to the problem is to offer child care on Job Corps centers. Doing so will certainly attract more females into the program because they will feel more comfortable knowing their child is nearby and is being taken care of. By offering this service, the problem of recruiting enough females to meet the 50% female enrollee legislative mandate will take care of itself because the barrier for females signing up will be eliminated. Further, in the long run, any potential cost from this initiative would pay for itself when the statistics reflect greater retention, and more graduates and completers.

I believe the effect of having child care provisions on center will be remarkable in terms of female retention for such services would decrease the absent without leave (AWOL) problems, and eliminate absences and/or tardiness, especially for non-resident females. Job Corps provision for child care would also lessen the financial problems of the single-parent households which are most likely headed by the female mother, because a frequent concern cited by female Corpsmembers is that they do not get enough money to be able to visit their children frequently. The inability to visit with their children often causes stress, anxiety and reduces their concentration level on their studies.

The provision of child care services on Job Corps centers would also have the potential to duplicate the same comprehensive training for the child as it provides the mother and all Corpsmembers, such as lending itself to nourishing the whole person, i.e. food, adequate education, providing a sense of security and developing self-esteem and pride. In addition, child care provisions could lead into a new vocational cluster for students to be trained in, as adequate day care centers is one of the current issues for the working class mother.

In conclusion, I know we have all heard the often repeated phrases "our children are our most precious resource," or "our children are tomorrow's leaders." If these

concepts are valid and not just empty rhetoric, we are long overdue in taking serious steps to implement plans to care for and train all of our children, not only our middle and upper income children, but our lower income children as well. I thank you for your consideration in providing child care facilities for the youth of Job Corps, and urge you to pass legislation and appropriate funds to implement such a program.

Mr. MARTINEZ. Thank you, Ms. Mason. I don't think anybody could have said it any more succinctly than you did, or more sincerely than you have. I think you relate to us a vital experience, that bonding between mother and daughter, father and daughter, parent and child, which is so important. Many times, we lose sight of it.

You know our concerns about what it is going to cost, but I am one of those people who really believe that if we can spend money to put missiles in a silo, we can certainly spend money to take care of these young parents and make sure they get sufficient training to be able to provide for themselves and their children. At the same time, the family unit and family bonding you talk about takes place.

I just simply believe that we can find the dollars. In that regard, I would ask this of the Directors, who are probably in as good a position to answer this as anyone, we hear about the Department of Labor providing a little seed money from their research and development or pilot program funds for starting day cares programs, hoping to encourage them.

I believe that we can find the money in Job Corps. Maybe you have some ideas where they can find that money. Mr. Maranville?

Mr. MARANVILLE. Several people have commented about what we hope to be a very successful effort, Mr. Chairman, in the endeavors we have gone into in Los Angeles in the last 18 months or so. It is quite an exasperating experience, the thought there is this network out there, this thought that State, county and local governments are being administered through JTPA, Title II-A or any other type of welfare funds are sitting out there available for us to tap into are just highly erroneous.

It is very, very difficult to do that. We have an immediate need, and I think that we have to recognize that we have so many dollars within our Job Corps budget today. Across this Nation every month repeatedly, we have 3,000 empty training slots in Job Corps.

I may be considered naive, but there must be some way to convert those empty training slots for the money that is allocated or portions of the money that are allocated for those training slots, of Job Corps money to pay for at least some child care someplace for some people coming into the program.

What we haven't addressed anyplace in the testimony today is the fact that we systematically don't allow a huge number of young ladies to even attempt to get past the initial application process, because one of the first things we have to fill out is a day care, child care plan for a young woman before we can consider bringing her into the Job Corps Program.

That is a huge barrier for a significant portion of these 6 million a year that are being driven out. So, they never get into the application process, and I think that Ms. Sterling pointed out that three of the four fell out of the process.

We also do a lot of recruiting for females with our contract, and I think that is a good average. We lose three out of four of those girls that come to us saying, "We want help." We can't even get them into the application process, because they have those barriers sitting in front of them.

Other things that can be done: Somebody could just pay the salaries for a select number of people to go out and try to put a network together. We continually get instructions of, hey, you Center Directors, go out, do, find and put it together.

Believe it or not, running a Job Corps Center is a full-time job. It is very difficult for us to break loose and go out into a community or to assign other staff to go out into a community.

We know that the spotlight is on us continuously on how we spend Federal tax dollars. We do not have the luxury of having a bunch of extra staff sitting around on centers. We don't have public relations specialists, we don't have that type of people. Most of our people are involved in direct delivery of service to students.

Maybe somebody can grab several hundred thousand dollars and make them network specialists to go out and try to tie that network together for us. Those are some examples. Edwina?

Ms. DIXON. I don't know how I can add to that. I know that I personally have attempted to make contacts with JTPA officials, and with officials in the State Department of Human Resources in the State of Georgia, in order to obtain funding for child care services at two of our other centers in Georgia.

We have had very, very little success with that, partially because of the limited amount of funding for support services through JTPA and the fact that Title XX has received so many budget cuts since 1980; they have very, very limited funds to provide for any child care.

Most of the programs that they have indicated that they could possibly assist us with were like one-year demonstration type projects that we would—be at risk of losing the program after that first year, depending upon the funding, and the type of grant that would be allowed.

This, we did not want to start into just a one-year arrangement that may or may not last. I would like to see and like to encourage the subcommittee to see whether or not we can provide funding through Job Corps for child care centers. I think that if we leave it to individual centers to try to negotiate and find the resources that are limited, some of them that are not existing.

In some States and some locations, the attitudes of the persons in those departments is not all that favorable. Many are not that interested in providing child care services, so that if we did have the funding through Job Corps, we could operate at least several regional type centers that provide child care.

I would suggest that each region have at least one center that provides child care, if not more in those regions that have large numbers of females with children. I, again, would like to encourage us to look at providing residential programs.

Again, we have a number of young women who live in rural areas that we are not able to serve, because they cannot leave their children while they participate in training.

Mr. MARTINEZ. Ms. Mason.

Ms. MASON. With the residential centers, I think that is more feasible, because when you have off-center day care provided for the Corps women, first of all there are just things that could be taken care of at a residential center what is not allowed in your regular day care centers.

First of all, if the child has a cold, the mother still must find some place to place this child, so therefore, you are going to have absenteeism, no matter what, and the on-center type day care centers would provide the girls networking and taking care of the child with having individual schedules.

If you have a child that is sick, you may have a girl who doesn't have class for the first half of the day taking care of this child, or the on-center infirmary, where the child can be placed during the classroom hours, and that would, you know, eliminate some of the absenteeism, and the lateness that they would do within getting to classes, and along with that, along with day care, there is another avenue to help, why not offer a day care program, 64-credit hours which every day care worker must have in order to work in a day care center now?

You can't even get in the front door for a job without that course, so it can be vocational-related. Therefore, they can train for, they can have people who want to train in day care vocation also at the same centers.

Mr. MARTINEZ. Eliminate some of the costs that way.

Mr. Doran.

Mr. DORAN. Yes. I do have a few comments on this. I would caution against using the funds for the 3,000 shortfall. It is true, there is a shortfall in recruitment at a number of centers, however all of those, all of them are females, and we have just heard testimony that one of the primary reasons for that shortfall was that there was not day care services.

If there were day care services, I am convinced that we would not have a shortfall in female recruitment. Furthermore, Job Corps—and I believe Mr. Rell used approximately $10 million to get Job Corps started up throughout the country—needs to make the commitment.

Our experience in Pittsburgh has been sure, we will seed the money, but when will Job Corps kick in? What is Job Corps going to do? They are not going to do it on their own, meaning the local organizations. They want to see a shared effort, especially from the financial end.

We do have a linkage with the local community college. They are prepared to come and offer 64-credit pedology courses right on our center, but they want to see Job Corps make a financial commitment to the program.

Finally, I would suggest for those urban centers that the ceiling of the 10 percent nonresidential component be lifted. In Pittsburgh, we have hundreds of potential nonresidential female students, are interested and want to be part of the Job Corps program, but because of that 10-percent ceiling, we cannot offer them that service. We exceed our female population by 40 percent as is.

Mr. MARTINEZ. Thank you.

There is a clear signal here that, aside from just day care (as the San Jose Center has), we are really looking to provide the opportu-

nity for single mothers to be a resident in the program. Right now, that is not permitted, although in the case you cite, the Department of Labor allowed it, even though their original ruling was that these Job Corps programs do not provide for the care of children. I think that is something we have to change.

David.

Mr. MARANVILLE. I think, Mr. Chairman, there was some change in the language of the legislation itself after Edwina's program got started in Atlanta, because at one time, it was prohibited, and in 1979, I believe the legislation itself would allow it.

Back to the issue of money. But what stopped it, although the legislation allowed it, there was no money funded for, and Congressman Owens, I understand the concern. I think that a thought would be that if most people recognize that we have been successful in Job Corps in 23 years, as the benchmark of success in a good delivery of a program, then if there is only so much money available, then slice that money out and add it to Job Corps for child care and then have other people replicate what Job Corps has been doing for the past 23 years, as opposed to fighting over the money.

Mr. MARTINEZ. Ms. Lanz.

Ms. LANZ. I guess I would like to just reiterate something that I heard Ms. Stewart say earlier, and reiterate it both for her and myself, and that is, what happens when we try to piece together a child care or child development program at the local level using a variety of funding sources, we invest an enormous amount of energy in all of that.

All of the energy I invest in seeking a little money here and there and that my staff members are out doing the same thing is energy we can't devote to actual programming and to supervising that programming and keeping it strong.

I have no question that in Pittsburgh we could fund a day care center for a year or so, by piecing together some here and some there, but I don't see any hope of sustaining that over a long period of time, and I rally dread the number of hours that it would take sitting, waiting, and hoping.

There are some Federal monies already available that we are having difficult accessing, Title IV monies, the AFDC money. Title IV-A, I believe, allows for special needs programs, that is right, Mr. Owens, and I think what happens to our population is they have to go to their income maintenance worker at the Department of Welfare, Public Assistance, and say, "I need something, I need care for my child, I have to get them in somewhere."

It is the job of the income maintenance worker than to say, okay, let's find an appropriate site and we will appropriate the monies for that out of IV-A. In reality, what happens is that the paperwork associated with that is long and complex for the income maintenance worker and the income maintenance worker doesn't appear to be sufficiently trained to access those monies easily for the young mother.

In addition to allocating funds, I think it is important that we look at ways that we can access funds that are already there, and that are not being used. AFDC monies under another one of Title IV, either D or E, I think will even provide transportation for youngsters to day care settings.

We are having difficulty accessing that in our area, not just for Job Corps, but for other poor mothers who need to be trained in other places as well.

Mr. MARTINEZ. I think I will let Mr. Owens speak for himself. I think what Mr. Owens was indicating earlier is that if, through welfare reform, we could provide a larger pot of money, he is hopeful that it would help provide monies the Job Corps needs.

The thing is now, if we are successful, we have to provide the ability for you to make the linkages that you need in order to access that money without this long delay.

Mr. OWENS. To be more specific than that, Mr. Chairman, we—the ball game in town right now is welfare reform. That is on the front burner. That is going to be voted on in this Session of Congress; the bills are being put together now. I was a former Community Action Director at the local level, and I was Commissioner of Community Action at the city level.

I know you are not going to be able to raise those funds yourself. The best you can do is maybe piece it together for one year. I know the danger of using your accruals to fund that kind of thing. You defeat your purpose, because there are enemies within this Administration that certainly will focus in on that and reduce your budget in the next go-around.

That is a suicidal way to go. We have to get the funds from somewhere else, and since you have the components that the welfare reform programs are talking about repeatedly, you have the education and the job training component there already.

I think, Mr. Chairman, we should make an effort to get an amendment where we single out the Job Corps as being special and directing, mandating funds to go directly to Job Corps, because they are proving the point that the whole welfare reform effort is trying to prove, that if you give for education and the job training along with day care, then you are going to move the mothers off of welfare, and for those in—a large percentage of your mothers increasingly are going to be welfare, even though you have the money now.

I think this effort should be made now to make the linkages, because—several speakers say you want something immediate. Well, this is the most immediate train in the station. This is the one that is leaving.

I don't know of any way to break the barrier that exists now to additional funding for the Job Corps per se, but everybody is talking about welfare reform. I have sat in on hearings, starting with the Governors and city officials, and I must say, Job Corps hasn't been given too much attention.

That is something we have to address ourselves to, because it is the model of what they are talking about, yet very seldom has Job Corps ever been mentioned, and we need to put forth the model that exists already and try to get that slotted into this ongoing effort now.

And we want to get more money in there for child care, but in addition to getting more in, here is an opportunity to earmark the money, mandate the money into a specific Federal program which is—already has the other two components.

So, I hope, Mr. Chairman, that you will use your prestige and influence to try to get such an amendment. I certainly would like to help in that effort.

Ms. DIXON. I would like to share with you some information that shows the effectiveness of having a child development center on-center. During the time that the Atlanta Center operated the residential portion of the solo-parent program, over 90 percent of the mothers remained in the program for more than 180 days, and a significantly higher percentage completed the total program.

We have found that even this last program year, of all Corps members enrolled in the Center itself, 66.6 percent had a 90-day retention rate, whereas those who participated in the child development center, that we had an 87.5-percent rate for the 180-day retention rate of the total center, Corps men population was 80 percent, but for the mothers in the child development center, there were 85.7 percent that remained in the program for over 180 days.

Mr. OWENS. Other programs have similar statistics. Yours are better showing the correlation between the day care center and the retention in the program. The argument has been made. Everybody has accepted; they just don't want to spend the money, and that is the problem. Truth in spending.

Mr. MARTINEZ. Let me say that Mr. Owens' suggestion is a good one, and we will pursue that. That still may take some time, and I think we need to look at supplemental money in order to get these programs started as fast as we can.

Ms. Mason.

Ms. MASON. Yes, Mr. Chairman, but there is also a special need with the Corps women. The record day care age is age 2. Your average Corps women's child is under 2, so the age needs to be lowered, because a child cannot get into a day care center unless it is 2 years old or 2.5 years old and potty-trained.

Mr. MARTINEZ. Anything else?

Mr. OWENS. No further questions. I would like to thank the members of the panel.

Mr. MARTINEZ. Ms. Lanz.

Ms. LANZ. I would like to reinforce something that Congressman Owens said earlier, and that was the importance of mixing the population in the day care center. When Mr. Doran and I discussed day care as it would relate to the Pittsburgh Center, I said it would be nice if we could add people who are not children of Corps members, and we found that there are employees of the Center interested in being full-pay clients of the Center who would like to have their children onsite.

There are a couple of other large constellations located near the Center that would also have employees interested in placing children. I am very much in favor of mixing the population in the day care center. I think that also helps the Center survive.

Mr. MARANVILLE. Mr. Chairman, we think it is critically important for Congress, and especially this subcommittee, to continue to send the signal that you know how much it costs to run this program, that you are the people that do the oversight and you are the people who do the funding for the program, because we consistently get a message that Congress wants justification on how much money Job Corps costs, and you know, it is almost refreshing to sit

in front of you today and ask for very limited funds for a special purpose, when for the last five or six years, we have been standing here on our hands and knees looking for just any money or money to run the program as a whole.

And I think it is really important to continue sending signals of the strong bipartisan support in Congress for this program, because it is your successful program for 23 years, and number one, you know how much it costs, and that you are willing to pay the ticket.

The only successful way to have child care and child development centers and Job Corps successfully is like we have always run the rest of the program, and that is with you people coming up with the money for us to do it right, and we will continue that 23-year success story.

Thank you, sir.

Mr. MARTINEZ. Thank you, Mr. Maranville.

Let me close by saying that the majority of the Members of Congress support Job Corps. They understand what the investment is, and they understand there is a great return on that investment. The Mathematic Incorporated study shows that. The Department of Labor, by their own statistics, showed that.

I think that there was a false signal sent by David Stockman when he pushed for the elimination of Job Corps. When that was suggested by the Administration, red flags went up all over Congress. Woah, stop, not this program.

Members of Congress appeared at hearings we held. J.J. Pickle was adamant in his support of the Job Corps Center; Carl Perkins, our former chairman of the full committee, was vehement. I mean, he was ready to stand on the table and jump up and down.

The sentiment was, "You are not going to touch Job Corps." Later, when it was suggested that several centers be closed, Congress reacted again, and reaffirmed their support for Job Corps. Job Corps has been one of the best Federal programs ever initiated by the Congress.

It continues to be, and it can add to its success with a day care component. I know the members of this committee, the members that are present and members not present here, are willing to go to the mat on this one and provide day care.

Thank you all for being here today and providing us with valuable testimony.

[Whereupon, at 12:25 p.m., the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF HON. ALBERT G. BUSTAMANTE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, I welcome this opportunity to submit this statement for the record concerning my views on the need for child care services at Job Corps Centers throughout the country. I commend you and the Members of the Subcommittee on Employment Opportunities for looking into this important issue. This is the first time, so I am told, that Congress has systematically examined the need for child care services at Job Corps Centers.

Mr. Chairman, I have the privilege of representing the 23rd Congressional District of Texas, which includes 9 counties in the South Texas area and the City of Laredo. My district is host to the Laredo Job Corps Center, and it is on behalf of Corpsmembers and staff of the Laredo Job Corps Center that I submit this statement supporting the need for child care services at Job Corps Centers.

Nationally, Job Corps has had difficulty recruiting, enrolling and retaining male and female Corps members. Many young men and women entering Job Corps need child care services. Because this critically important support service is not provided, young people are handicapped in obtaining the education and training they need to become employable, self-sufficient adults. Too many Corpsmembers are confronted with the conflicting dilemmas between responsibilities to self and family. All too often potential Job Corps candidates put off their education and training to attend to their family obligations. They fall victims due to a lack of options—either young men and women sacrifice the needs of their children in order to improve their employability, or they forsake their own self-improvement to stay at home to care for their children. In either case, both parent and child fall victims.

In Laredo, the primary need for child care services are for non-residential members. The Laredo Job Corps Center has an authorized enrollment strength of 175 Corpsmembers. Of the total enrollment 70 Corpsmembers (or 40 percent) are female. Twenty-three (23) are enrolled under non-residential status and could benefit from child care facilities if they were available. Because of a lack of child care services, these young parents frequently miss their training activities.

For example, take the case of one female Corpsmember enrolled in the Laredo Job Corps program. Since her enrollment in Job Corps in September 1986, this young lady had missed school 18 times because no one was available to look after her infant children. In the last year, six (6) Laredo Job Corps enrollees dropped out because of a lack of child sitting services.

Recently, the Department of Human Resources in the Laredo area conducted a study which identified approximately 300 program-eligible females who would be interested in enrolling in Job Corps if child care services were available.

Preliminary evidence indicates that child care support for Job Corps trainees is a critically needed service. The need is evident in Laredo, Texas, Mr. Chairman. As these hearings progress, I am confident that more evidence will emerge attesting to the fact that child care services on Job Corps Centers is a national need.

If the Department of Labor is interested in increasing the enrollment of females into Job Corps, then it behooves all of us to examine this issue closely.

Mr. Chairman, thank you for providing me the opportunity to share my views with you and Members of this panel on the child care issue, and for the opportunity to submit this statement.

PREPARED STATEMENT OF HELEN BLANK, DIRECTOR, CHILD CARE, CHILDREN'S DEFENSE FUND, WASHINGTON, DC

There is a new sense of urgency about child care issues. This sense of urgency is well founded. By 1995, two thirds of all preschool age children or nearly 15 million children will have a mother in the workforce. This will represent a 50 percent increase over the 1985 figure of 9.6 million children. Mothers are working out of economic necssity. A 1983 New York Times poll indicated that "for 71 percent of mothers who work the primary reason was not for something interesting to do but, to support their family."

Between 1967 and 1985, wives' contributions to family income increased from 10.6 percent to 18 percent for white families, from 19.4 percent to 30 percent for black families with children and from 14.4 percent to 20 percent for Hispanic families with children.

On the average the income of two parent families, dropped 3.1 percent between 1973 and 1984. This decrease would have been more than three times larger, 9.5 percent, if mothers had not increased their workforce participation and earnings.

In 1985, 45 percent of the mothers of newborn children worked in clerical and sales jobs, 31 percent in service blue collar jobs, and only 24 percent in higher paying professional jobs.

The reawakening of interest in child care is due, to a heightened understanding of the central role that child care plays in America's econonic security—present and future. Our challenge is to translate this new attention into public policy which supports our families and preapres our children for rich and productive lives. We cannot afford to shirk away from this challenge.

Progress toward a coherent child care policy over the past 15 years has been fragmented and tentative. The steps that have been taken toward meeting the growing child care needs of America's families have, for the most part, been small, hardly enough to make up for the ground lost in 1981 when Congress and the President reduced the Title XX Social Services Block Grant—the largest source of direct federal child care support—by 20 percent, much less enough to keep pace with inflation

and rapidly increasing need. Even before the 1981 cuts, Title XX child care programs only served 472,000 of the 3.4 million children living in poverty in 1981. In 1984, there were 4.9 million children in that age group and less money to serve them. Since 1981, the steps taken to address child care at the federal level have been too small to be even termed modest: $5 million dollars allocated to provide start-up funds for school-age child care and resource and referral services, $10 million authorized to help children who need child care as respite service and for those in crisis nurseries, $10 million authorized to help low-income college students pay for the care that they need to complete their education, and $1.5 million to help caregivers seeking to improve their skills and earn a Child Development Associate credential.

At the state level, progress is uneven, depending more on the health of each state's economy than on its child care needs. States with stronger economies (such as Massachusetts and New York) are taking positive steps, while states with weaker economies have not only failed to move forward but, worse yet, have moved backwards. Georgia, which provides child care help to only 8,000 out of 76,000 eligible children, reduced its child care budget by 37 percent last year. They, as all of us who have struggled to build a decent child care system, were faced with painful choices. The State did not reduce the number of children who receive child care help but instead lowered already minimal standards for child care and reduced salaries for child care workers.

Even the states that have taken important steps forward have failed to create a sensible pattern of services which are easily accessible to parents. One example is state efforts to develop preschool programs for four year olds. While the growth of early childhood development programs for low income children is a very important goal, it must be correlated with families' child care needs. These new programs, however, while ostensibly seeking to meet the needs of working parents, are only open for a limited number of hours, not a full working day.

A piecemeal approach to meeting the ever growing child care needs of America's families will not provide children and families with the support they need. The time has come for a bold and far-reaching approach to child care.

The need is startling: Child care costs are high, averaging approximately $3,000 a year per child. Yet, in 1984, one fifth of husbands heading two parent families and ⅔ of women heading single parent families were low wage earners. They could not earn enough to meet the yearly poverty income level for a family of four, even if they worked 52 weeks a year. This situation does not promise to improve. Between 1963 and 1978, 27 percent of all new jobs paid less than $8,700 a year in 1984 dollars. From 1978 to 1984, 37 percent of new jobs were in that category.

These families cannot find adequate help in meeting their child care needs:

Fewer than 10 percent of the 1.1 million eligible California children who are fourteen or younger can be served at the state's current level of child care funding.

Louisiana, which will reduce child care expenditure by 20 percent this year, already has 9,000 children on the waiting list for state funded child care.

In 1986, nearly half of Kentucky's counties gave no state funded child care assistance to children of low-income working parents.

In 1984, only 20,000 of the 300,000 Pennsylvania children in need of subsidized care received it.

In more than 230 public housing projects with child care centers recently surveyed, there was a waiting list of approximately 96,000 children. Furthermore, surveyors estimated that households with approximately 170,000 children might be interested in the centers' services if care were to be available for a wider range of children for more hours.

In a new national survey of 600 American families conducted by the American Federation of State, Country, and Municipal Employees (AFSCME), nearly four out of ten respondents claimed that they cannot afford the service they use or are precluded from using other, more desirable, services by cost.

The need, however, goes beyond affordability. Too many states have failed to enact and enforce basic health and safety protections for children. State child care standards vary widely. In too many cases, standards are so minmal that children's basic health and safety is threatened. The growing number of infants in child care poses a special concern. The National Association for the Education of Young Children, the major membership organization representing early childhood development professionals recommends that no more than three infants should be cared for by one caregiver. This ratio is not difficult to comprehend. Small infants require a great deal of constant attention, including frequent feedings. Yet, only three states (Kansas, Maryland and Massachusetts) require the 1:3 ratio. Seven states allow one caregiver to care for six infants. Two states allow as many as seven and one state

(South Carolina) will let one caregiver care for eight infants. When disaster strikes, the consequences can be grim:

Last November, Tiffany, age 2, and Asif, age 4, were killed when a fire broke out in an unlicensed family day care home in Brooklyn, New York. Six other children were injured. Two of the six children were 11 months old, the others were two and three years old. No caregiver could carry all eight children.

While child care experts believe that the size of a group of children is key to the learning environment, 26 states have no requirements for group size relative to age of children. It is possible, in such a situation, to have 30 three years olds in one room, though the quality of that care is most certainly lowered.

Training of staff is intimately linked to the quality of care yet 20 states have no ongoing training requiremens for staff working in child care centers and 35 states do not require training, at all, for family day care home providers. Twenty-two states have no pre-service requirement for teachers in charge of classrooms, nine states do not require directors of child care programs to have any training prior to employment.

Unlimited parental access, the right of a parent to visit their child's program at any time, is a sound concept. While most working parents are unlikely to disrupt a caregiver's schedule, they certainly should have the right to assure their child's basic safety and well being at all times. However, 33 states do not guarantee unlimited parental access for child care centers and 39 states for family day care homes.

Lower quality care has many consequences. A study of abuse and neglect in North Carolina day care programs found that child care centers which met lower standards and were subject to less monitoring were five times as likely to have a serious complaint than programs which met higher standards and received more frequent monitoring. Complaints against unregistered family day care names were three times as likely to be severe as those against registered homes.

The quality of child care is also threatened by the low salaries paid to child care providers. In 1984, 90 percent of private household child care workers and 58 percent of all other child care workers earned less than poverty-level wages. Despite higher levels of education, child care providers are paid less per hour than animal caretakers, bartenders, or parking lot and amusement park attendants, according to the 1980 census. Low salaries hurt the quality of child care available. These salaries make it increasingly difficult to attract those caregivers with the training that enables them to care best for young children. The National Day Care Study, commissioned by the U.S. Department of Health, Education and Welfare in 1976, found that children in child care centers—especially low-income children—make the greatest test score gains when they are with caregivers who have participated in specialized education and training programs. But, child care administrators point out that the wages offered today make such staffing virtually impossible to maintain.

A confluence of circumstances has helped move child care to a priority position on the public policy agenda. Three factors contribute to the current climate: the Welfare Reform debate, a reawakening of interest in early childhood development programs, and increasing middle class frustration with the lack of quality child care.

There is a broad consensus that the welfare system is fundamentally flawed and must, for the economic health of the nation as well as for that of poor families, be "fixed." This question—how to fix welfare—has fostered heated debate at the state and federal level. However, there is agreement by all players that child care is a critical part of a strategy to move families from poverty and dependence on welfare to self-sufficiency through education, training, and employment. The welfare reform debate has provided a forum in which to publicize the well documented link between the availability of affordable child care and the ability of low-income parents to work. A broader audience is now aware of studies such as the one conducted by the National Social Science and Law Center in 1986 exploring the barriers to employment faced by single mothers receiving welfare benefits in Washington state. Nearly two-thirds of the respondents cited difficulties with child care arrangements as the primary problem in seeking and keeping a job. Seventy-six percent of those women in the survey who had given up looking for work cited child care difficulties as preventing their search for or attainment of employment. A 1982 Census Bureau survey found that 45 percent of single parents and 36 percent of low-income parents would work if child care were available at a reasonable cost.

A recent survey by the Legal Aid Society of Northeastern New York of 101 low income mothers found that more than half of the non-working mothers surveyed and 57 percent of those recently unemployed were not working because of problems finding child care.

Yet another recent report by the GAO: "Work and Welfare: Current AFDC Work Programs and Implications for Federal Policy," noted that about 60 percent of its

AFDC work program respondents said that lack of child care prevented participation. In certain cases, shortage of child care providers seemed to pose major problems in arranging child care for participants work programs, however, states reported spending very little on child care. Child care accounted for only 6.4 percent of the median program's budget.

The lack of child care also prohibits women from working longer hours. Almost 35 percent of women who are working at or looking for part time jobs said they would work longer hours if child care were available.

On the other hand, public investment in child care has been shown to be cost effective. The Colorado Department of Social Services has estimated that providing child care assistance to low-income working families costs only 38 percent of what it would cost to provide these same families with AFDC and Medicaid benefits, were they unemployed.

An understanding of these and similar findings has resulted in the inclusion of significant child care provisions in state welfare reform measures—most notably in the Massachusetts ET Program, which commits 50 percent of its total budget to child care for program participants, and in the California GAIN program, which in its first year had a child care budget of six million dollars.

One Louisville, Kentucky mother who has become independent with the help of child care assistance speaks movingly about the rewards: "We have a very low income and without child care help, I wouldn't get the training I need to make us a better future and maybe some day help someone else."

Federal welfare reform measures now pending before Congress do include child care policy improvements. However, the child care provisions of welfare reform proposals cannot address the gaps in our current child care system. Those of us concerned with child care understand welfare reform as part of a means to an end. It may result in modest but important policy modifications and funding increases. But, perhaps more significantly, the welfare reform movement has educated policymakers, both public and private, about the role that child care plays in helping lift themselves out of poverty. The welfare debate has prepared the ground for more substantial steps toward a decent child care system.

While the welfare reform debate has helped heigthen an understanding of the link between the availability of child care and the ability of low-income parents to move from dependency to self-sufficiency, there is also a broader understanding of the link between high quality child care and preschool programs and our nation's future economic health. High quality preschool or early childhood development programs can provide children, particularly low-income children, with the foundation upon which to build the basic skills tht they need to become successful students and eventually productive adults.

Demographic changes, particularly the rapidly declining percentage of young people and children in the population, drive an increased interest in "early investment," which includes high quality preschool programs. Young people between the ages of 16 and 24 made up 27 percent of the population in 1978. By contrast, in 1995, they will account for only 18 percent of the population. As the number of future workers declines, the value of every individual worker to business and industry increases. Yet, out traditional neglect of children, particularly poor children, imperils their futures and our future as a competitive nation.

One in four children is poor.

One in three is non-white, of whom two in five are poor.

One in five is at risk of becoming a teen parent.

One in six is in a family in which neither parent has a job.

One in seven is at risk of dropping out of school.

The need to invest *now* in young children, to help compensate for past neglect and to help assure a competitive workforce in the future, should and does seem to weigh more heavily on the minds of policymakers. An increasing number of business and government leaders agree that early childhood development programs play a key role in getting children off to a strong start. For example, the Research and Policy Committee of the business-led Committee for Economic Development firmly supports a public investment in such programs for low-income children and finds that the benefits far outweigh the costs. According to the National Governors' Association in its 1986 report "Time for Results: The Governors' 1991 Report on Education," quality early childhood programs "reduce the high school dropout rate, increase the college attendance rate, increase employment, and reduce the welfare and crime rate after high school." In an article on America's "underclass" Fortune magazine strongly supported including comprehensive early childhood development programs, such as Head Start, as the child care component of any workfare program.

While all American children could benefit from preschool programs, those who are less well-off have, by far, the most to gain from such programs though they are far less likely to get the chance to participate. In fact, they are less than half as likely. In 1985, fewer than 33 percent of four-year-olds and 17 percent of three-year-olds whose families had incomes of less than $10,000 a year were enrolled in preschool programs, according to Sheila Kamerman and Alfred Kahn of the Columbia School of Social Work. In contrast, 67 percent of four-year-olds and 54 percent of three-year-olds whose families have incomes of $35,000 a year or more attend preschool programs. Poor children are not getting an equal opportunity to participate in the early childhood development programs that they so badly need if they are to have an equal opportunity to build successful academic careers.

A positive early childhood development experience helps low-income children begin school on a footing more even with their more advantaged peers, improving their ability to gain the basic skills so necessary to their future success. The level of a young person's reading and math skills has a powerful effect on his or her future employment prospects, according to data from the National Longitudinal Survey of Young Americans, analyzed by Dr. Andrew Sum of Northeastern University. Youths who by age eighteen have the weakest basic skills (in the lowest fifth) are between four and seven times more likely to be jobless and out of school in subsequent years than those with above average basic skills. The average poor teenager who is unemployed has basic skills in the bottom fifth relative to his or her age group and poor jobless minority teens, on the average, fall in the lowest tenth of the basic skills distribution for their peers.

Basic skills deficiencies are linked closely to the problems of poverty among children and youths. In large part as a result of the deprivation they experience while growing up, nearly half of all poor youths are concentrated in the bottom fifth of the basic skills rankings of all young Americans. More than three-fourths have below average skills. In their hiring decisions, employers often use a high school diploma as a screening mechanism or proxy for attainment of basic skills. it is not surprising, given the fact that 85 percent of all high school dropouts have below average basic skills, that dropouts are two and a half times more likely to be unemployed than high school graduates. Ironically, as women's labor force participation has increased over the last decade, the likelihood that a black single mother, between the ages of 18 and 34 with two or more children is working has decreased from 34 to 31 percent. A primary reason for the decreased work participation among black women is their high school dropout rate.

Even for youths without diplomas, however, strong basic skills make a difference. Male dropouts with very good basic skills earn nearly twice as much on average as those with very poor skills. They also out-earn male high school graduates with the lowest skill level by roughly 50 percent. The growing awareness of the importance of basic skills, accompanied by an enhanced understanding of the importance that early childhood development programs play in making sure that children are ready to learn basic skills when they enter school, is fostering increased public support not just for child care, but also for high quality child care.

A third factor is emerging to make child care a policy priority: an increasing number of middle income families are expressing dissatisfaction with their child care arrangements. A number of recent studies vividly illustrate that dissatisfaction with child care arrangements or lack of child care arrangements adversely affects the productivity of America's working parents. The AFSCME poll found that there in ten partents suffer from fear that the child care that they are able to afford is not of high quality. Fully 28 percent of all working parents interviewed with children 12 and under had given up a job or a promotion because of the lack of child care. A recent Census Bureau study reported that one in twenty working parents were absent from work in the month previous to the study because of problems with their child care arrangements. A Fortune magazine study of 400 working mothers and fathers with children under 12 also found that dissatisfaction with child care was the most reliable predictor for absenteeism and unproductive work time.

In some cases, the shortage of child care was greater than the ramifications of reduced productivity.

Linda Grant's two small children, Anthony (age three) and Maurice (age four) died in Dade County, Florida, on November 6, 1986, in an accident that could have been averted had the family had access to child care help. Although Ms. Grant worked to support her family, her income was so low that she could not afford to pay for child care for the two children. Because she qualified for government help, she put her children on Florida's waiting list for child care assistance, a list which then included 22,000 other names.

While she waited for help, Ms. Grant relied on friends and relatives to care for the children. But, some days these arrangements fell through, and the boys were left alone. On one such day, November 6, Maurice and Anthony climbed into the clothes dryer to look at a magazine in a seemingly cozy place, closed the door, and tumbled and burned to death.

After their deaths, the Miami Herald observed that "Anthony and Maurice might be alive today if affordable care had been available." The wait for subsidized day care is eighteen to twenty-four months, because local, state, and federal governments have been unwilling to provide the funds to meet the demand for child care help to low-income families. The Miami News wrote, "There are hundreds, maybe thousands more tragedies waiting to happen in Dade County alone, in every home where young children are left to fend for themselves . . . They're not latchkey kids, they're lockup kids, locked inside for the day by parents who can't afford day care, can't afford not to work and can't get government assistance . . ." Dade County Juvenile Court Judge William Gladstone said, "People who don't want to fund these programs are child abusers."

The challenge before us at the local, state, and federal level is to weave various concerns about child care issues together to demonstrate that they are complementary, not competing, concerns and to translate the various concerns into a new national policy.

The Children's Defense Fund, in collaboration with over 60 national organizations, has launched a major campaign to foster such a policy. This collaboration, the Alliance for Better Child Care (ABC), now includes members such as the Child Welfare League of America, the Office of Church and Society of the United Church of Christ, the American Academy of Pediatrics, The National Parent Teacher Association, the American Federation of Teachers, the National Education Association, the Service Employees International Union, the Association of Junior Leagues, and many other religious, women's and children's organizations as well as unions and professional groups. The goal of ABC is to pass a major national child care initiative which would make new funds available to help low and moderate income families meet the cost of child care while, at the same time, providing states with direct funds and financial incentives to improve the quality and expand the supply of child care for all families.

We believe the time for such an initiative is ripe not only for the critical reasons already discussed but also because a growing segment of the American public supports increased public spending for child care. A recent Harris poll found that 73 percent of the respondents would be willing to increase their taxes to pay for child care. ABC news pollsters for the Washington Post found that 57 percent of the respondents felt child care programs should be increased in 1987, as compared to 46 percent in 1986. Finally, 71 percent of the AFSCME respondents said that government should be doing more to supply affordable child care.

The responsibility for the provision of high quality child care services must be shared by many partners. Such a partnership must include all levels of government, the private sector, both nonprofit organizations and employers, and parents. Over the past several years, we have seen many of these players expand their role in the provision of child care.

Some state governments are increasing state dollars committed to child care. Other states have taken similar steps. However, the uneven nature of the states' child care policies makes it clear that they cannot fill in the large gaps in our child care system by themselves.

The private sector has also taken a larger role in child care. Churches are currently the largest source of child care in America. Funding of child care services has become a priority for the United Way of America. For example, the United Way of Delaware funds more child care services in Delaware than the state government does.

Employers, too, are increasing their investment in child care. The percent of employers providing some type of child care assistance to their employees has increased 400 percent in the last four years, but still only 3,000 out of six million employers provide some type of child care assistance to their employees. Child care remains the least frequently offered of all employee benefits. Employers' child care assistance can also be quite limited. It ranges from sponsoring noontime seminars on parenting, helping employees find child care, increasing the supply of family day care programs, to sponsoring on-site child care centers. The majority of employers who offer on-site child care are hospitals who use the service as a recruitment tool for nurses. A recent Fortune magazine article highlighted the limitations of on-site child care:

The problems with on-site day care are not so obvious. Since the centers have limited openings, some employees get preferential treatment. Manufacturers tend to build on-site day care at headquarters where their higher-paid employees work; often no child care is available at the factories, says Robert Lurie, President of Resources for Child Care Management, a consulting firm: "You find situations where the people using the centers are the well-paid professionals who can afford the fees."

Few employers actually help employees pay for child care. Those that provide assistance in buying child care generally offer help through a salary reduction, an approach that most benefits higher paid employees. Few employers have followed the example of American Express, which uses its resources to help their own employees as well as families living in the community. American Express sponsors community-wide resource and referral programs and family day care recruitment campaigns.

While the roles of state governments and the private sector have increased, the role of the federal government has diminished. The current administration not only refuses to become an equal partner in the provision of child care, it has abdicated its potential leadership role both in helping to make child care affordable and in ensuring minimal health and safety protections for children in care. Title XX, the largest source of direct federal funds available to help states make child care more affordable to low-income families, has been slashed so dramatically over the past six years that its buying power in 1986 was less than 50 percent of what it was in 1975. We will not have a coherent child care policy in this country until the federal government joins state governments, the private sector, and parents in the emerging partnership.

While the final details of the ABC legislation are still being hammered out through a consensus procedure by Alliance members, as well as child care advocates and policymakers across the country, there are broad principles which underscore this effort. These include the principle that the federal government has a responsibility to help make child care available and to ensure minimal levels of health and safety protections for children in child care.

In order to meet its child care responsibilities, there is no doubt that the federal government will have to commit substantial new funds. While we understand that there is tremendous resistance to major new federal spending, it is time to face this country's child care needs head on. There is no way that we can help the millions of families who cannot afford child care and improve the quality of that child care without a significant infusion of new resources. We, as a nation, must meet that reality. We realize that we have a formidable task ahead. It will take many voices speaking strongly together to make a national child care policy a reality. We are optimistic because we believe that to put off addressing child care for very much longer threatens not only the future of our young children but of our entire economy.

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